U.S. DEPARTMENT OF COMMERCE
National Technical Information Service

PB-285 870

Action Handbook for Small Communities Facing Rapid Growth 'Case Study' Scobey, Montana

Briscoe, Maphis, Murray and Lamont, Inc, Boulder, CO

Prepared for

Environmental Protection Agency, Denver, CO Region VIII

Jun 77

TECHNICAL REPORT DATA
(Please read Instructions on the reverse before completing)

1. REPORT NO.
EPA -908/4-78-001

2.

3. RECIPIENT'S ACCESSION NO.
PB285870

4. TITLE AND SUBTITLE
Action Handbook for Small Communities Facing Rapid Growth "Case Study" Scobey, Montana

5. REPORT DATE
June 1977

6. PERFORMING ORGANIZATION CODE

7. AUTHOR(S)
William Lamont, Jr.; James A. Murray

8. PERFORMING ORGANIZATION REPORT NO.

9. PERFORMING ORGANIZATION NAME AND ADDRESS
Briscoe, Maphis, Murray & Lamont
Boulder, CO 80302
→ This handbook was

10. PROGRAM ELEMENT NO.

11. CONTRACT/GRANT NO.
68-01-3579

12. SPONSORING AGENCY NAME AND ADDRESS
U.S. Environmental Protection Agency, Reg. VIII
1860 Lincoln Street
Denver, Colorado 80295

13. TYPE OF REPORT AND PERIOD COVERED
Case Study (Final)

14. SPONSORING AGENCY CODE

15. SUPPLEMENTARY NOTES
The main report, entitled "Action Handbook for Small Communities Facing Rapid Growth", is to be published in March, 1978.

16. ABSTRACT

The EPA issued a contract to Briscoe, Maphis, Murray & Lamont, Inc., a government management consulting firm to prepare ~~a handbook~~ for use by local communities that were anticipating growth impacts from energy development in the Rocky Mountain Region. ~~EPA requested that~~ case studies ~~be~~ were conducted in conjunction with preparation of the ~~Action~~ Handbook.
~~This "Case Study" document~~ report evaluates the current setting of the Scobey Community as to its capabilities and opportunities should growth occur. It suggests action programs which are based on the goals and policies suggested by the residents of the Scobey area. They have not necessarily been totally accepted by the community, but have been publicly reviewed and provide a sound basis from which to begin a program in Scobey. ←

17. KEY WORDS AND DOCUMENT ANALYSIS

a. DESCRIPTORS	b. IDENTIFIERS/OPEN ENDED TERMS	c. COSATI Field/Group
growth management, energy development community action programs public involvement citizen task forces & committees local government state government economic base Land use, transportation, housing utilities financial mgmt, agri.	Scobey/Daniels County, Montana	

18. DISTRIBUTION STATEMENT Distribution Unlimited	**19. SECURITY CLASS** *(This Report)* Unclassified	**21. NO. OF PAGES** 132
	20. SECURITY CLASS *(This page)*	**22. PRICE** A07-A01

EPA-908/4-78-001

PB 285 870

Action Handbook For Small Communities Facing Rapid Growth

"Case Study"

SCOBEY MONTANA

JUNE 1977

EPA

ENVIRONMENTAL PROTECTION AGENCY
REGION VIII

BMML

BRISCOE MAPHIS MURRAY & LAMONT INC.
BOULDER, COLORADO

REPRODUCED BY
NATIONAL TECHNICAL
INFORMATION SERVICE
U. S. DEPARTMENT OF COMMERCE
SPRINGFIELD, VA. 22161

EPA-908/4-78-001

Action Handbook For Small Communities Facing Rapid Growth

Case Study

SCOBEY MONTANA

PREPARED JUNE 1977
EPA ENVIRONMENTAL PROTECTION AGENCY
REGION VIII

CONTRACTED BY 68-01-3579
BMML BRISCOE MAPHIS MURRAY & LAMONT INC.
BOULDER, COLORADO

Contents:

Preface 1

1 INTRODUCTION 3

2 SCOBEY TODAY 7

- POPULATION CHARACTERISTICS 7
- ECONOMIC BASE 8
- LAND USE 9
- TRANSPORTATION 10
- GOVERNMENT 11
- UTILITIES 11
- FACILITIES AND SERVICE 12

3 SCOBEY TOMORROW 16

- POTENTIAL PROJECTS AND POSSIBLE IMPACTS 16
- PROBLEMS AND OPPORTUNITIES FROM GROWTH 22

4 COMMUNITY INVOLVEMENT 26

- COMMUNITY IMPACT COMMITTEE 27
- TASK FORCES FOR COMMUNITY STUDIES 29
- TASK FORCES RESPONSIBILITIES 35
- SETTING COMMUNITY GOALS 43

5 COMMUNITY ORGANIZATION.....44

ASSESSING NEEDS AND IDENTIFYING RESOURCES.....45

SETTING PRIORITIES.....49

WHO DOES WHAT?.....50

6 COMMUNITY ACTION.....54

GETTING CONTROL.....54

LAND USE PLANNING.....56

PLANNING FOR FACILITIES AND SERVICES.....61

FINANCIAL PLANNING.....66

HOUSING.....69

GOVERNMENTAL MANAGEMENT.....72

FOLLOWING UP.....79

Appendices

A GOALS AND POLICIES.....81

B TASK FORCE PROGRAMS.....89

Tables

II-1 ENROLLMENT OF SCOBEY PUBLIC SCHOOLS, SCHOOL DISTRICT NO. 1, DANIELS COUNTY....................13

III-1 POPULATION ADDED BY CONSTRUCTION AND OPERATION PHASES..................................21

III-2 LAND USE, PUBLIC FACILITY, AND EMPLOYEE IMPACTS......................................23

V-1 COMMUNITY NEEDS AND POTENTIAL SOURCES OF ASSISTANCE...................................46

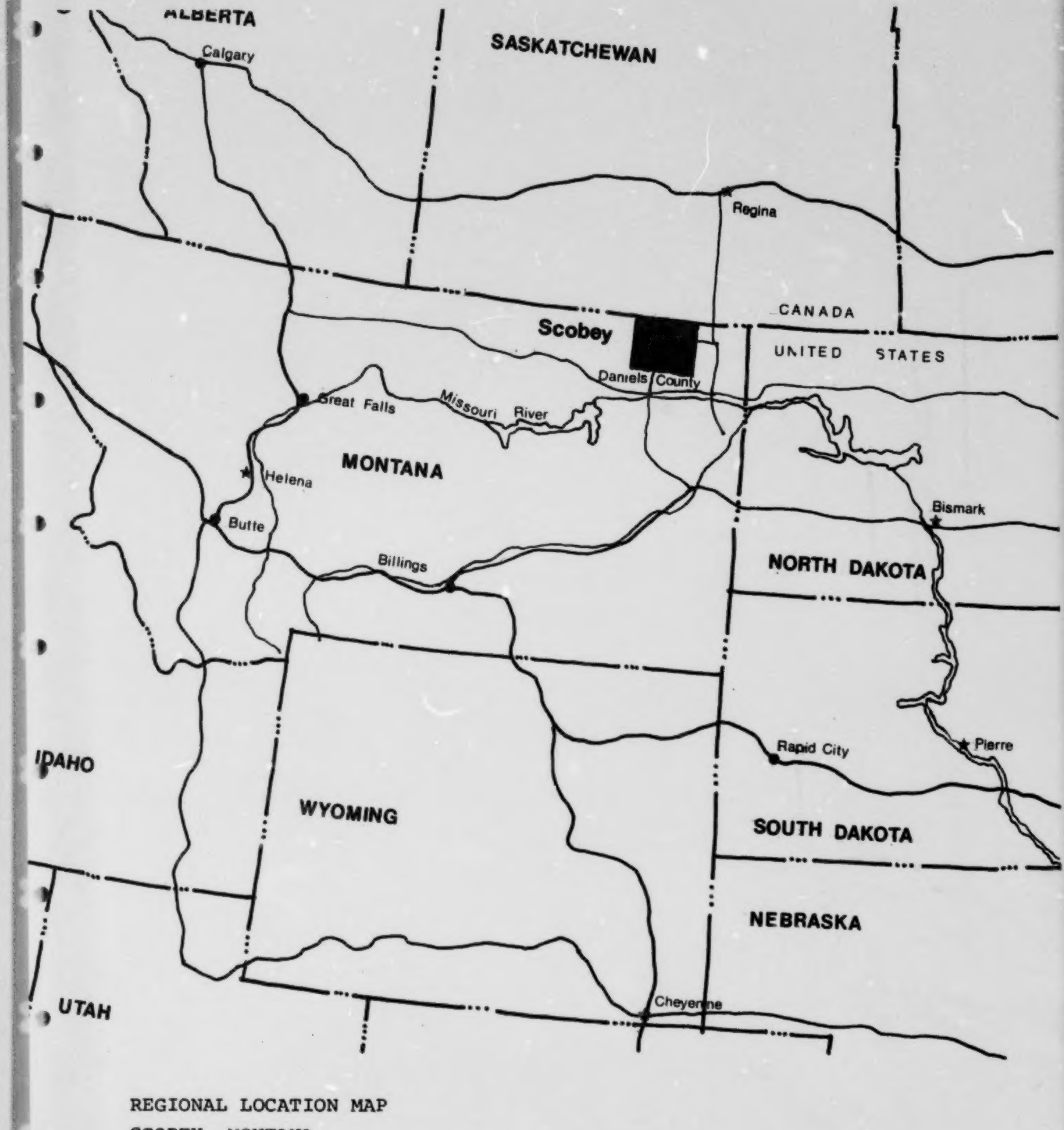
V-2 TAX LEAD TIME CHART - URBAN SERVICE CHARACTERISTICS..................................53

Illustrations

III-1 PROJECT LOCATION MAP.............................17

IV-1 EXAMPLE OF TOPOGRAPHIC MAP MADE FROM AERIAL SURVEY.......................33

IV-2 EXAMPLE OF MAP SHOWING PHYSICAL FEATURES AND LOT LINES..........................34

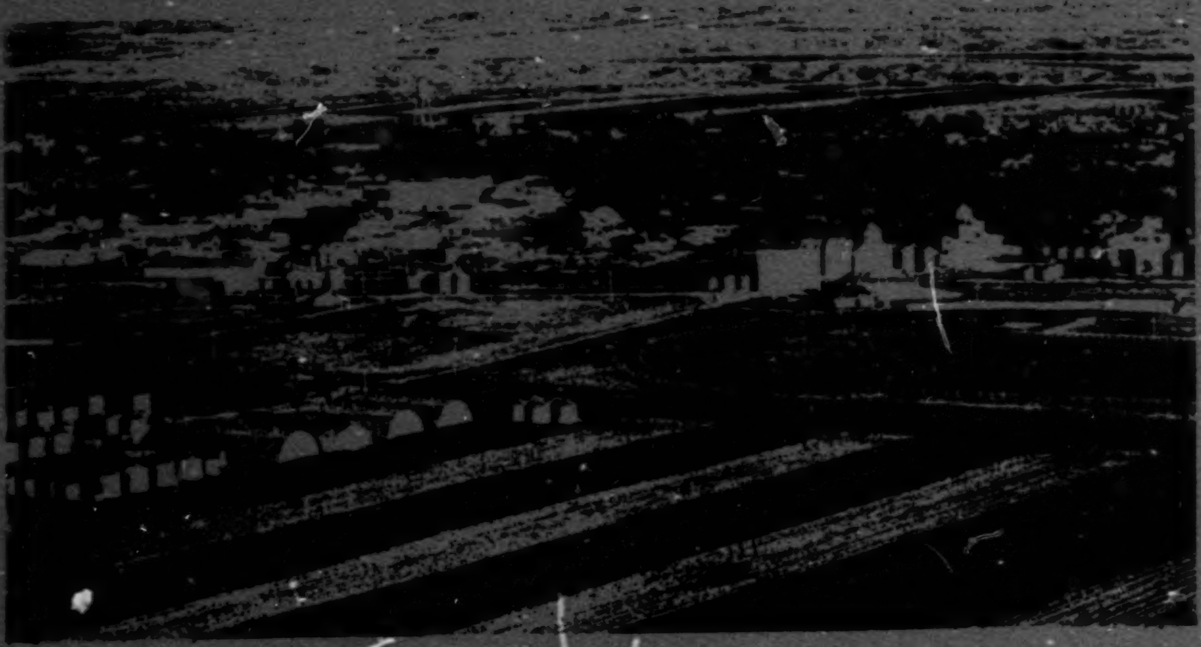

ALBERTA
Calgary
SASKATCHEWAN
Regina
CANADA
UNITED STATES
Scobey
Daniels County
Great Falls
Missouri River
MONTANA
Helena
Butte
Billings
Bismark
NORTH DAKOTA
Pierre
Rapid City
SOUTH DAKOTA
IDAHO
WYOMING
NEBRASKA
Cheyenne
UTAH

REGIONAL LOCATION MAP
SCOBEY, MONTANA

This report has been reviewed by EPA and approved for publication. Approval does not signify that the contents necessarily reflect the views and policies of the Environmental Protection Agency, nor does mention of trade names or commercial products constitute endorsement or recommendation for use.

DISTRIBUTION

This document is available to the public through the National Technical Information Service, Springfield, Virginia 22151.



Preface

PREFACE

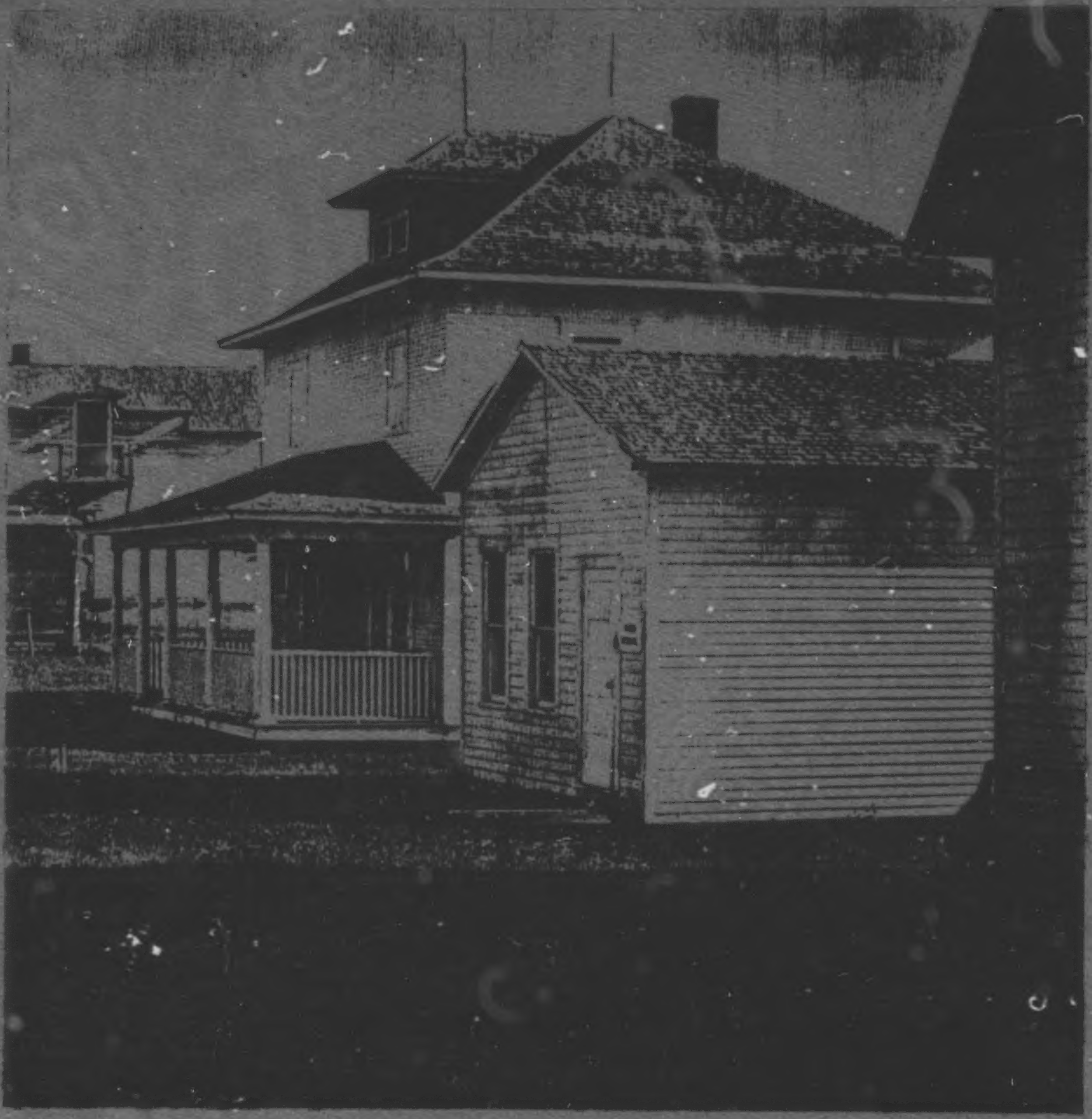
Scobey, its neighboring communities and Daniels County may be facing major impacts from growth in the next five years. The local government leaders recognize the uncertainty of the potash companies' proposals, but they also recognize that if they wait for a final decision, it will be too late for them to act. They are concerned about what might happen to the area, its way of life and its economy. They are concerned about problems that will be created, not only for current residents, but also for those who would move into the area with the potash development. They like their communities; and if growth does occur they want to continue to have pride in their area and still to have a desirable place to live. Consequently, in the spring of 1976, they agreed to participate in an effort financed by the Environmental Protection Agency to evaluate the nature of potential impacts; the capacities and readiness of local plans, facilities and laws to cope with the impact; and generate ideas on what should be done.

Mayor Clark Tousley and the City Council of Scobey, along with County Commission Chairman Irvin Halverson and the other commissioners, gave their support to this effort. The following report is the result of the consultants' effort based on brief visits and analysis of available information.

Basically we found political leadership and community support to be excellent. Programs, facilities and the quality of living are well above most rural areas. Consciousness of state and federal programs to improve the social and physical situation for area residents is excellent. If little, or slow, growth occurs there is little reason to be concerned. However, if one or both potash operations go forward, growth could be rapid and large. The codes, plans and facilities that presently exist would be totally inadequate to cope with such growth. The area would have to accept development where and how it happened. Unless federal, state or industry funding were voluntarily given, local taxes to pay for the additional needs will have to increase sharply. The local economy would be jolted sharply and require significant adjustments in wages.

We are suggesting that there are some steps you can take, while there is still time to prepare for growth. Growth may not happen, but if it does the community will be able to get some of the groundrules if it is prepared. The process may also provide some ideas about other opportunities. Certainly, following this program will not eliminate all of the issues. Some, such as increased wages, are totally beyond local control.

Discussing what the residents would like to see happen and taking actions to move in that direction is helpful with or without growth. Land use controls in the county may or may not be needed now, but if growth occurs they'll definitely be needed. It will be too late to decide directions, adopt codes, design facilities and find funding once the growth begins. The boom will be the sharpest in the first three years. Then the question will be how to adjust to a decline in population. Who pays, when, and how much? We hope you'll find assistance in dealing with those issues in this case study document. The case study should lead you to the Action Handbook for detail on those areas you need to pursue.



1 Introduction

1
INTRODUCTION

In the spring of 1976, the Environmental Protection Agency (EPA) issued a contract to Briscoe, Maphis, Murray & Lamont, Inc. (BMML), a government management consulting firm in Boulder, Colorado, to prepare a handbook for use by local communities that were anticipating growth impacts from energy development in the Rocky Mountain region. The report is entitled, Action Handbook for Small Communities Facing Rapid Growth. As part of that contract, the EPA requested that two communities be included as case studies. The purpose of the case studies was to evaluate the preparedness of the communities to deal with a large influx of workers from construction and operations associated with new energy development in their regions.

In order to select communities for the case studies, BMML visited with various state planning agencies in an attempt to select communities which would be open to working with the consultants, which anticipated growth impact from energy development, and which had not been studied to the point of exhaustion. The Department of Community Affairs (DCA) recommended that the City of Scobey would be a very good choice to work with as part of the Action Handbook. Mayor Clark Tousley, the City Council, and the Daniels County Commissioners (Irvin Halverson, Chairman) agreed to work with consultants in their effort.

During the ensuing months, representatives of BMML visited Scobey, collected various data and information, and began an overview analysis of the potential impact in Scobey from energy development. Ironically, the power plant development in Canada, which originally was expected to contribute to the impact problems in Scobey, ceased to be a consideration because of laws passed in Canada requiring the employees to reside in Canada. However, the possibility of potash development in the region continues to be strong. Farmers Potash of Billings, Montana, and PPG Industries, Inc., were two companies which had been evaluating the potential for potash development in the immediate vicinity of Scobey. Should these potash developments go forward, each would be expected to have a major impact on a community the size of Scobey. Therefore, BMML continued to work with Scobey relative to its potential for growth impact, not from energy resources, but from other new employment opportunities in the area.

This document is not a comprehensive plan for Scobey; it evaluates the current setting of the community as to its capabilities and its opportunities should growth occur. It also suggests areas in which the community might find itself deficient if growth occurs. As a result, it suggests action programs which are based on the goals and policies suggested by the residents of the Scobey areas. It is not assumed that the goals and policies contained in this report have been totally accepted by the community; they have not been adopted by the City Council or the County Commissioners. They have been publicly reviewed and provide a sound basis from which to begin a program in Scobey. The proposals for action are based on the recommendations in the Action Handbook, applied to the Scobey situation.

Scobey/Daniels County is a rural agricultural service center. The population trend had been in a decline until the upsurge in agricultural and food prices in the early 1970's. Local opportunities to earn a living have been declining as farms have consolidated and equipment has replaced manpower. No new employment opportunities of any significance have located in the area. There is a balance between the population and the area's ability to support it. Minor fluctuations have problems in Scobey, ceased to be a consideration because of laws passed in Canada requiring the employees to reside in Canada. However, the possibility of potash development in the region continues to be strong. Farmers Potash of Billings, Montana, and PPG Industries, Inc., were two companies which had been evaluating the potential for potash development in the immediate vicinity of Scobey. Should these potash developments go forward, each would be expected to have a major impact on a community the size of Scobey. Therefore, BMML continued to work with Scobey relative to its potential for growth impact, not from energy resources, but from other new employment opportunities in the area.

This document is not a comprehensive plan for Scobey; it evaluates the current setting of the community as to its capabilities and its opportunities should growth occur. It also suggests areas in which the community might find itself deficient if growth occurs. As a result, it suggests action programs which are based on the goals and policies suggested by the residents of the Scobey areas. It is not assumed that the goals and policies contained in this report have been totally accepted by the community; they have not been adopted by the City Council or the County Commissioners. They have been publicly reviewed and provide a sound basis from which to begin a program in Scobey. The proposals for action are based on the recommendations in the Action Handbook, applied to the Scobey situation.

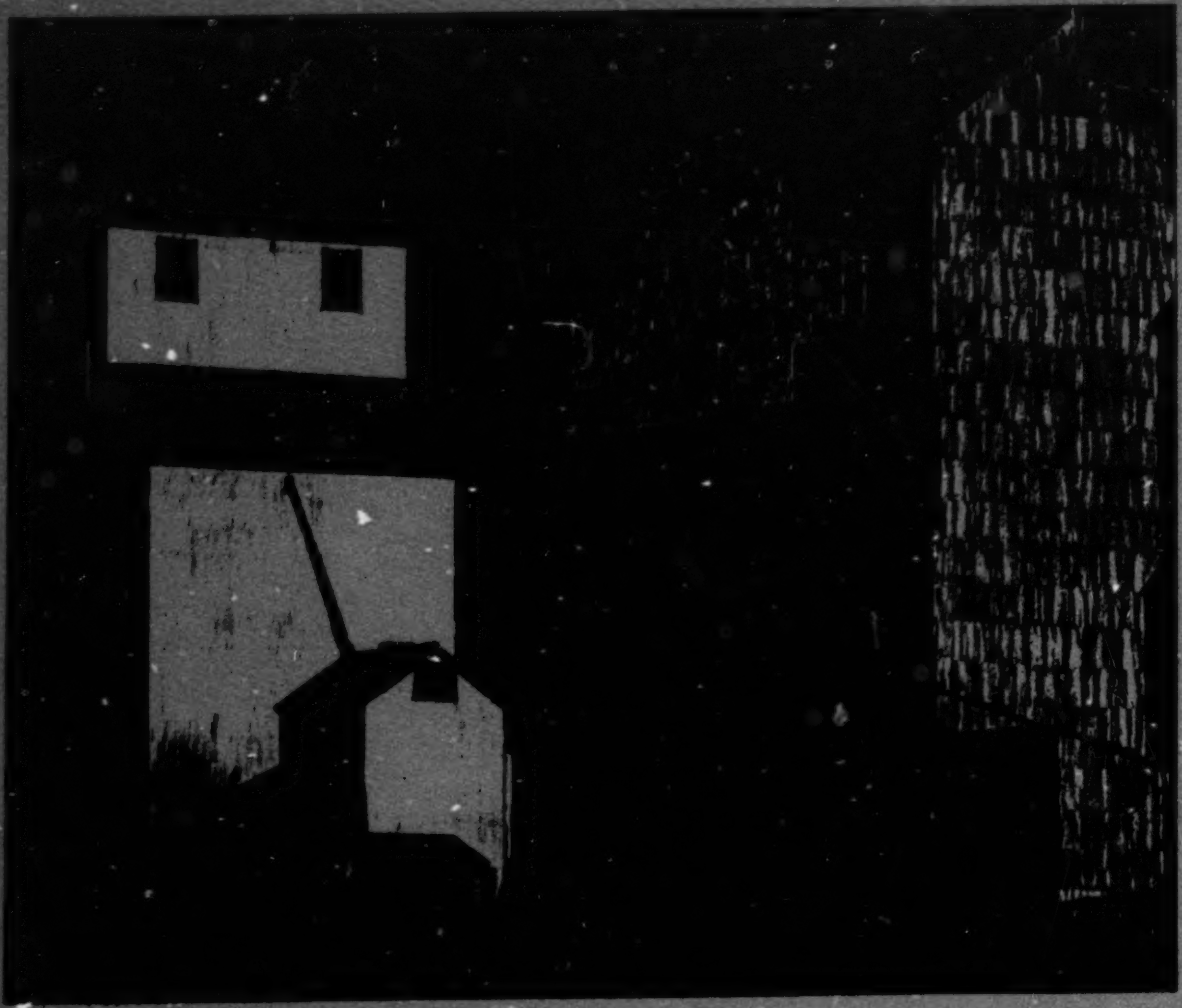
Scobey/Daniels County is a rural agricultural service center. The population trend had been in a decline until the upsurge in agricultural and food prices in the early 1970's. Local opportunities to earn a living have been declining as farms have consolidated and equipment has replaced manpower. No new employment opportunities of any significance have located in the area. There is a balance between the population and the area's ability to support it. Minor fluctuations have occurred in recent years as state, telephone, or highway projects have brought in temporary workers, but there have been no new permanent employment opportunities of any significance. Unemployment is low. Those unable to find a job to meet their capabilities or desires move out.

The community appears comfortable with its present level of government controls over development. Little has occurred to create a crisis -- including the recent increase in home building. There have been minor irritations over location of heavy equipment in a residential neighborhood or the siting of a mobile home, but because development has been largely locally controlled and at a slow pace, the community has accommodated the changes.

What of the future? The local governments appear in control of the current situation. They have met changes and constantly improved the community. Services -- schools, water, sewer, medical, etc. -- are sufficient for the present population. But if a rapid influx of up to 900 construction workers (for one plant), followed by a permanent worker population of from 230 to 460 people occurs, the systems will not be geared to meet this challenge. Total population during the construction phase could increase by 4,600 people; permanent population, after the construction phase is complete, could be up to 2,000 greater than it is today.

This brief overview report is intended to help you, the residents of Daniels County, prepare for a situation in which rapid growth might occur. It attempts to give you ideas on how to gain local control over what happens. Without this leverage, you must rely on outside agencies to carry your concerns. How you choose to execute the control is a local issue.

We have made suggestions but we cannot substitute our thoughts for yours. But, most important, you must face the potential now and be prepared. There is little cash outlay necessary -- a lot of people's time and thought will get the job done. The potash developments can be a very positive factor or the results could change the local way of life in a manner that no one will be happy with. The choice is yours!



2 Scobey Today

2
SCOBEY TODAY

POPULATION CHARACTERISTICS

The Daniels County area has been declining in population since 1930. The County's population fell from 3,755 in 1960 to 3,083 in 1970, a decrease of 17.9%.[1] Rural areas throughout the country have experienced this trend. However, in the last three or four years a slight increase, due to the return of former residents to the area, has served to stabilize the population. The Montana State Department of Community Affairs has made the following population estimates:

	1970	1971	1972	1973	1974	1975
Daniels County	3083	3000	3100	3100	3100	3000
Flaxville	185	178	189	189	189	183
Scobey	1486	1470	1511	1528	1518	1492
Remainder of County	1412	1352	1400	1383	1392	1326

The birth rate in Daniels County is lower than for the State of Montana as a whole -- the rate for Daniels County is 7.6/1000 population as opposed to 17.3/1000 population for the State as a whole. Likewise, the death rate is higher -- 14/1000 population for Daniels County, contrasted with 9.7/1000 population for the State. The figures indicate that young adults are not settling in the Scobey, Daniels County area.

The population of Daniels County has a higher proportion of population over the age of 65 than the State -- 15% of the County's population is over 65, as opposed to 10% of the State's population. The median age of the County's population is 33, while for the State as a whole, the median age is 27.

---

[1] 1977 Commercial Atlas and Marketing Guide, Rand McNally and Company

If the proposed potash developments occur, the County's population will increase greatly. Even if these developments do not occur, there may be a slight increase due to increasing business activity which might be generated by the Canadian power project.

ECONOMIC BASE

The County's basic economy is dominated by agricultural and farm service businesses. However, farm population in Daniels County has declined 19% between 1960 and 1970;[2] the decline in farm population is slightly more than the total population decline in the County.[3] Of the 923,520 acres in the County, about 96% is used for agriculture.[4] Small grain farming comprises the majority of farms. Livestock income accounts for between 20 and 25% of the County agricultural income. Hog production has increased in recent years. The average farm in Daniels County is 1,803 acres as opposed to the average farm size in the State which is 2,522 acres.[5]

Commercial businesses which provide retail and wholesale activities in the area are located in Scobey. Small retail outlets such as groceries, restaurants, bars, and clothing stores, as well as agriculture-oriented businesses, are prevalent.

---

[2] City and County Data Book, 1972, U.S. Department of Commerce, Bureau of the Census

[3] Ibid.

[4] Daniels County, Montana Situation Statement, Daniels County USDA Committee for Rural Development

[5] Ibid.

Employment estimates for Daniels County show a slight increase in jobs in recent years.[6]

	1969	1970	1971	1972	1973
Total Employment	1558	1553	1592	1551	1618

Records also show that there is little unemployment in the area. This would indicate that if new employment opportunities develop, employees would have to be brought in from outside the region (with the resulting need to house and provide services for them), or people presently working at lower paying jobs would be enticed to change jobs. These existing jobs would either be filled by migrants into the area or by local people presently not in the labor market. There does not appear to be a pool of people actively looking for work in the region.

New employment would definitely cause changes by bringing in new people, raising wage levels and/or providing opportunities for local people who want to enter the labor market. New basic employment in the potash mines will cause an increase in service and government employment in the County.

LAND USE

Communities in Daniels County are relatively compact. There is little in the way of scattered non-farm housing. "Leap frog" subdivisions have not occurred. Residential areas are comprised primarily of single family homes and duplexes, although a few apartments have been built in Scobey. Some mobile homes exist in town, but mobile home parks are not scattered in the countryside at this time.

---

[6] Profiles, Division of Research and Information Systems, Montana Department of Community Affairs

Commercial uses are generally concentrated in downtown areas. Some strip commercial development exists on the edge of towns on the highways leading into the communities. Because of the compact development of communities and their size, most residents can walk or bicycle to all areas of town.

According to the census, there were approximately 1,222 housing units in Daniels County in 1970, with an average of three persons per dwelling unit. The median value for single family homes in Daniels County was $7,358, contrasted with $14,202 for the State.[7]

In recent years a number of new homes have been built in Scobey. Families moving into town from farms and in-migration to the area have absorbed most of the new units. However, there are very few units available which could meet the demands of some additional growth.

TRANSPORTATION

State highways serve the area and are in good condition. As a result of potash development, some minor local improvements may be necessary, but no major improvements would be anticipated.

Streets in Scobey are mostly paved and in good condition. Depending on where new development occurs, the present street system appears to be capable of handling the anticipated growth if logical extensions were made.

---

[7] City and County Data Book, 1972, U.S. Department of Commerce, Bureau of the Census

GOVERNMENT

Power to control and effect development basically rests with the city and county governments. The State of Montana has mandated that energy counties develop subdivision regulations. Daniels County has adopted the State Model Code. No zoring exists in the city or county at this time.

Revenues are primarily received from property taxes and from other levels of government. For the fiscal year 1975 the following mill levies were charged:

Daniels County	52.54 mills
City of Scobey	72.50 mills (including bonds)
School District #1	40.88 mills

UTILITIES

Water

Scobey and Flaxville have the two central systems in the county. Both would need to expand their system to accommodate new growth. Storage facilities for peak periods of usage are the dominant need. All other communities utilize individual private wells. Revenue bonds are outstanding on the system.

USE?
CAPACITY?
BONDS?

Sewer

Scobey and Flaxville are the only communities in the county which have central sewer systems (lagoon). All the other communities are on private septic systems.

Improvements would be required if substantial growth took place in any community. Scobey is in the best position to expand its system. The system has virtually no debt and could be expanded if money were available. Rates are relatively low with no tap or plant investment fees.

USE?
CAPACITY?
REVENUE?
RATES?

Solid Waste

A central collection site for the county has been discussed. At the present time, there are problems with the site being used by Scobey, both in the operation and capacity of the site.

FACILITIES AND SERVICE

Schools

The school system in the county is divided into three districts. The population growth of the last few years is evident in the district facilities serving Scobey. The facilities are at capacity with 525+ students in kindergarten through 12th grades. Table 1 shows school enrollment in Scobey. There is virtually no debt. School bonds have failed twice in the last ten years. Any additional growth will create definite problems of capacity and require additional classroom and related support space.

HOW MANY SCHOOLS?

TABLE II-1

ENROLLMENT OF SCOBEY PUBLIC SCHOOLS, SCHOOL DISTRICT NO. 1, DANIELS COUNTY - OCTOBER 15, 1975

GRADE	K	1	2	3	4	5	6	7	8	9	10	11	12
1975-76	29	28	24	26	41	28	35	40	47	43	45	50	59
1974-75	31	21	30	41	28	37	37	49	43	43	47	56	46
1973-74	0	23	42	31	36	38	53	47	43	50	62	47	35
1972-73		39	29	37	39	50	44	42	48	61	47	35	56
1971-72		28	37	40	51	47	41	48	59	50	38	52	38
1970-71		40	37	50	44	42	48	58	50	40	53	39	50
1969-70		44	48	40	40	48	63	51	39	57	42	52	49
1968-69										38	50	52	50
1967-68										48	53	54	46
1966-67										51	54	53	38

Source: School District #1, Scobey, Montana

Parks and Recreation

Recreation opportunities occur in an organized basis through the schools, churches, private groups and towns and heavily on an individual basis through horseback riding, hunting, fishing and camping. There is a recreation orientation to outdoor, agricultural and ranching activities. There is an outdoor swimming pool in Scobey. The park is heavily used in the summertime.

Indoor activities center on the schools and churches. Basketball and volleyball occurs in the church gym and school gym. Commercial recreation or entertainment is minimal. Wolf Point offers the closest commercial entertainment opportunities.

PARKS?
AREA?
DEVELOPMENT?

Medical

The Daniels County Hospital and Nursing Home facilities have some ability to expand. The fact that they exist is a major positive factor. It is far easier to enlarge existing facilities than to organize a totally new service. The hospital was expanded in recent years.

CAPACITY? SERVICES?
AMBULANCE?

Libraries

There is a small public library in Scobey that serves the county residents as well as the town.

USE?
CAPACITY?

Government Offices

Government offices in Scobey include both city and county facilities. (Scobey is the county seat.) The city government has recently moved its offices into larger facilities, with room available for expansion.

If many new employees become necessary to carry on the county's functions, new or expanded county office space will be required.

Fire Protection

Service is provided by volunteer firemen. This is satisfactory and can readily be expanded with the provision of additional equipment. Where central water systems are provided, it is essential that the system's capacity for fire fighting be assured by proper water main size and storage facilities.

PROBLEM IN SCOBEY?
NO. OF FIREFIGHTERS?
VEHICLES?

Police Protection

NO. OF POLICE?
VEHICLES?
IS IT ENOUGH?

3 Scobey Tomorrow?

3
SCOBEY TOMORROW ?

POTENTIAL PROJECTS AND POSSIBLE IMPACTS

Three major projects have the potential to affect the growth of Scobey and Daniels County.

- The Saskatchewan Power Corporation generating plants - power
- The Farmers Potash Company (subsidiary of Burlington Northern, Inc.) and CF Land Company - potash fertilizer project
- The PPG Industries' potash fertilizer plant

The general locations of these projects are shown on Illustration III-1.

Saskatchewan Power Plant[8]

In September, 1974, the Saskatchewan Power Corporation (SPC) proposed the construction of four 300 MW (megawatt) thermal generating plants, a dam and reservoir, and a lignite coal strip mine operation. The SPC, a Crown company with offices in the provincial capitol building in Regina, has nearly completed the construction of the dam -- located 2-1/2 miles north of the Montana border on the East Fork of the Poplar River. The sites of the four power plants and the strip mine are to be four and

---

[8] The Plains Truth, Northern Plains Resource Center, Volume 5, No. 2, February/March, 1976

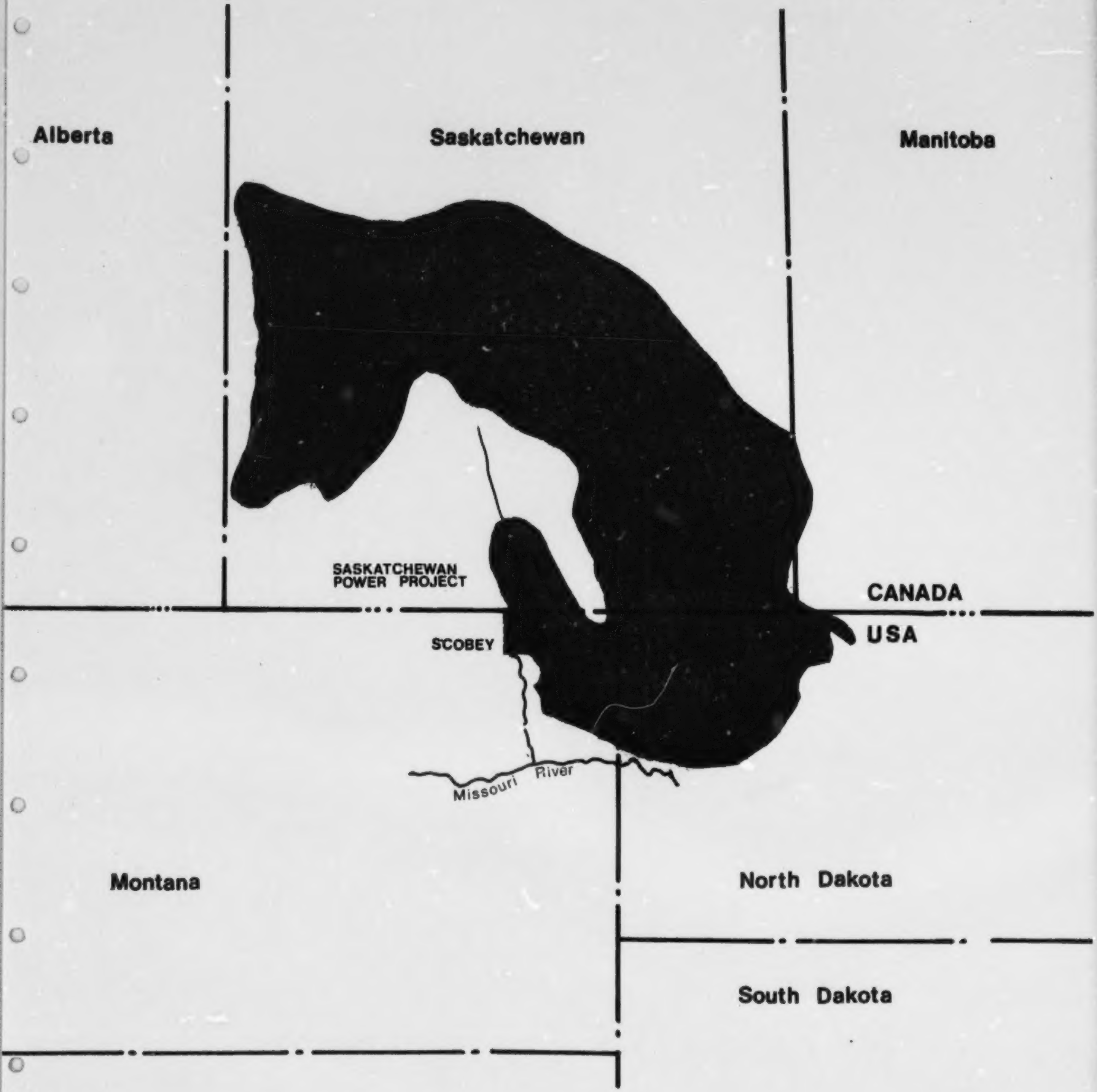

Alberta
Saskatchewan
Manitoba
SASKATCHEWAN POWER PROJECT
CANADA
USA
SCOBEY
Missouri River
Montana
North Dakota
South Dakota

ILLUSTRATION III-1

AREA OF POTASH OCCURRENCE

six miles from the Montana border, respectively. Coal-related industrialization on a much larger scale is planned for the Saskatchewan Poplar River Basin. The Canadians' plans for their portion of the basin include: four 300 MW power plants (as previously announced); one 1200 MW power plant; one 1500 MW power plant; one 900 MW power plant; two 250 cubic-feet-per-day coal gasification plants; two 12,500 tons-per-day ammonia plants (each would be four times larger than Burlington Northern's ammonia plant in McCone County); and one 7500 tons-per-day ammonia plant. The coal requirements for an energy complex of this magnitude would be greater than 2 billion tons over the life of the plants -- more than seven times the amount of coal to be consumed by Colstrip Units 1-4. Water requirements for the energy complex would be 74,000 acre feet of water a year. The power plants are currently under construction.

Present estimates show that the Canadian power related developments will have little or no direct effect on jobs because the Canadian government has restricted employment to Canadian residents. The major growth impact caused by the power plants would be related to the use of local roads, shopping, entertainment, recreation, and other similar services and facilities as a result of the Scobey Port of Entry. Housing and related support facilities such as schools, water and sewer systems, etc., would not be directly impacted. However, some new jobs may be created since Canadian employees may come across the border to avail themselves of local services and businesses. This should be a relatively small number. If the demand grew large enough, such services and businesses would likely develop north of the border. If services for employees and their families were provided in Canada, Scobey would not serve as a major service area.

The major impacts which could occur in Daniels County as a result of the SPC project would be environmental -- water and air pollution. These impacts could have a significant effect on area residents if no measures are taken to alleviate or eliminate the problems. The potential pollution of air and water involve technical and legal issues which this study has not attempted to address. However, the issues do provide an example of the inability of a community to deal with impacts when local decision-making is not involved.

Potash Developments

Potash developments are still in the thinking stage. Two plants are under consideration north of Scobey. Specific location of the plants is not known even if mining should proceed. One plant (Farmers Potash) is proposed by Burlington Northern and CF Industries and the other by PPG Industries. These plants may be constructed in the next five years. Estimates of direct permanent peak operational employment have been made by PPG Industries. They estimate that 230 operation employees will be required for one plant.

No estimate on construction workers is available from CF Construction Company. However, it is estimated by PPG that up to 950 peak construction workers (an average of 500-600 workers) may be employed for its plant. It is possible that the CF/Farmers Potash Company may be of similar size as the projections are based on experiences on actual potash developments in Canada.

Development of potash plants would result in substantial population increase in Daniels County. Assuming that all employees migrate into the area and that they all reside in the area, the construction phase could result in approximately 4,633 added people, and the operation phase could result in 1,895 additional people. (See Table III-1 for calculation of these estimates.)

If both plants are built, the numbers would approximately double. Considering that the Daniels County population is only 3,000, the magnitude of potential impacts is tremendous.

In addition to the added population, impacts to facilities and services would be substantial. Table III-2 illustrates possible land, public employee and public facility requirements from construction and operation workers from one plant. These numbers would increase if both plants are built. (See Table III-2 for sources of the estimates and Section II of the Action Handbook for procedures, assumptions, etc.)

It should be noted that the multipliers used to calculate the impacts are general in nature. Precise impacts would have to be developed utilizing local information. The larger number of construction workers would result in greater short-term impacts; however, due to the temporary nature of the construction phase, the operation phase may have a greater long-term impact. Operation employees and their families may be permanent residents of the area.

Additional employment may develop as a result of these three major projects, through development of ancillary industries. However, the anticipated impact which would result from the development of one or both plants would be sufficient to require changes in community life and services.

It may be logical to assume there would be some reduction in the total number of service employees if both plants developed. But the volume in in-migration would be far

TABLE III-1 POPULATION ADDED BY CONSTRUCTION AND OPERATION PHASES

STEP	TO DETERMINE	COMPUTATION	FORMULA	RESULT	
				CONSTRUCTION PHASE	OPERATION PHASE
1	Peak Construction Workers	Multiply the proposed output of the industry times the peak employment per unit of output for the construction phase. (See Table II-1)	(_____) x (_____) →	950	
	Peak Operation Workers	Multiply the proposed output of the industry times the peak employment per unit of output for the operation phase. (See Table II-1)	(_____) x (_____) →		230
2	Single Construction Workers	Multiply peak construction workers from Step 1 times the percentage who are single	(950) x (0.25)[1] →	$\boxed{238}$	
	Single Operation Workers	Multiply peak operation workers from Step 1 times the percentage who are single	(230) x (0.15)[2] →		$\boxed{35}$
3	Married Construction Workers and Families	Multiply peak construction workers from Step 1 times the percentage married times the average family size	(950) x (0.75)[1] x (3.6)[1] →	$\boxed{2565}$	
	Married Operation Workers and Families	Multiply peak operation workers from Step 1 times the percentage married times the average family size	(230) x (0.85)[2] x (3.7)[2] →		$\boxed{723}$
4	Peak Service Workers from Construction Phase	Multiply peak construction workers from Step 1 times the service worker ratio	(950) x (0.6)[2] →	570	
	Peak Service Workers from Operation Phase	Multiply peak operation workers from Step 1 times the service worker ratio	(230) x (1.5)[2] →		345
5	Single Service Workers from Construction Phase	Multiply peak service workers from Step 4 times the percentage who are single	(570) x (0.15)[2] →	$\boxed{86}$	
	Single Service Workers from Operation Phase	Multiply peak service workers from Step 4 times the percentage who are single	(345) x (0.15)[3] →		$\boxed{52}$
6	Married Service Workers and Families and Construction Phase	Multiply peak service workers from Step 4 times the percentage married times the average family size	(570) x (0.85)[1] x (3.6)[1] →	$\boxed{1744}$	
	Married Service Workers and Families from Operation Phase	Multiply peak service workers from Step 4 times the percentage married times the average family size	(345) x (0.85)[3] x (3.7)[2] →		$\boxed{1085}$
7	TOTAL added Population from Construction Phase	Add only the results contained in the boxes	Add results of Steps 2, 3, 5 and 6 →	$\boxed{4633}$	
	TOTAL added Population from Operation Phase	Add only the results contained in the boxes	Add results of Steps 2, 3, 5 and 6 →		$\boxed{1895}$

---

[1] Mountain West Research, Inc., Construction Worker Profile, A study for the Old West Regional Commission, 1975.

[2] Department of Housing and Urban Development, Rapid Growth from Energy Projects, Ideas for State and Local Action, 1976.

[3] Assumed to be the same as for the construction phase.

NOTE: Service worker ratios include public employees.

Reproduced from best available copy.

more, even if the numbers were reduced slightly, than could be handled by the area without major efforts to cope and changes in local laws and processes.

PROBLEMS AND OPPORTUNITIES FROM GROWTH

Basic questions to be faced relate to environmental impacts, socio-economic impacts, public costs, and ways to control impacts. Many issues are raised: For example, what would be the impact on the area's way of life, people's relations with each other, as well as their demands on local government? How would the local economy be affected; how would the agricultural economy fare competitively for employees, resources and supply costs. What about other local businesses?

There will be public costs and revenues resulting from development. What will be needed in the way of additional expenditures; when will they be required? On the revenue side, when will the funds be available; who will receive the funds and how much can be anticipated? Will the system provide the necessary funds when needed, or are adjustments in the tax system desirable?

How would the natural environment be affected? Water supply and quality, air quality, vegetation and wildlife are some of the areas of concern that need to be considered. It is possible to reduce adverse environmental effects by anticipating such issues and building the types of safeguards that will protect the current level of quality into plant design and reclamation efforts. The question of potential effects of water use or pollution and air pollution on the agricultural economy must also be considered. Impacts must be considered before development occurs if there is to be any hope of influencing a compatible solution.

TABLE III-2: LAND USE, PUBLIC FACILITY, AND EMPLOYEE IMPACTS

This Table is included in pocket on back cover.

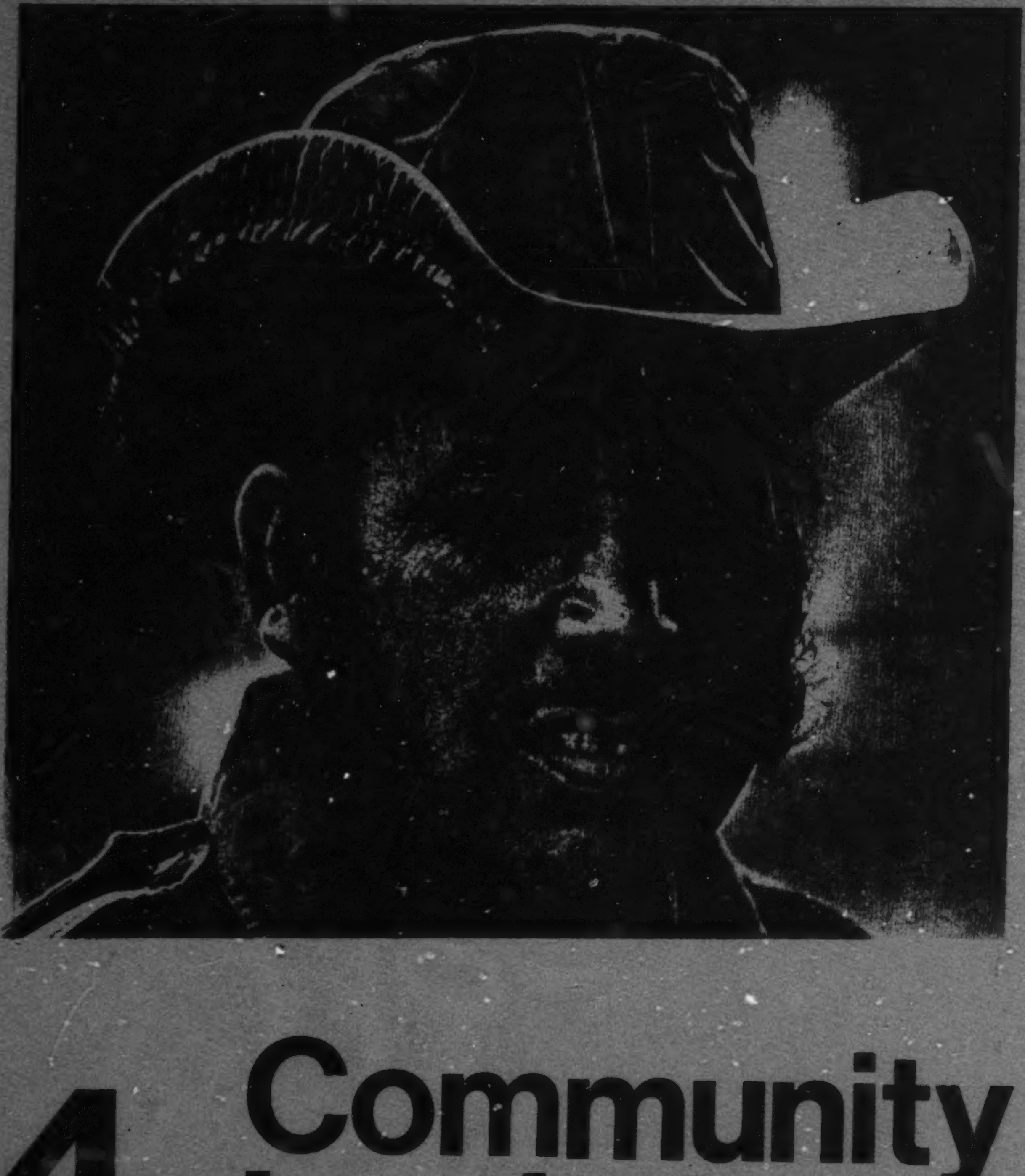
Lastly, the question of control -- without leverage local governments in Scobey and Daniels County are totally dependent on the state and federal governments and the industry. Basically, the state and the federal government would have little to say about a potash fertilizer plant. The question is simply whether to assume local control over what is happening in the area, or to rely on the good intentions of someone else to deal with potential issues and represent local concerns.

The fertilizer plants can prove to be beneficial. More jobs for area residents, more taxes and more disposable income to be spent in the area may result. When the problems are anticipated and strategies developed to eliminate or control the problems, these benefits can be realized without jeopardizing the current quality of life the citizens enjoy.

The above questions must be faced by the community or else it must be prepared to simply accept the results, both good and bad. Awareness of costs of change and the problems other communities have had in disruption of their way of life resulting from failure to act would appear to encourage action before impacts occur.

The impact figures strongly indicate that if two plants are proposed, they should be phased and not constructed at the same time. This will be difficult to accomplish if there is no local leverage. Rather than trying to accommodate two construction forces, and building the housing and public infrastructure for the communities all at the same time, a sequence of action is a far better and a less disruptive alternative. This would have to be carefully coordinated with the potash companies. Incentives or disincentives should be considered, i.e., if both "have" to proceed at the same time, the companies should be required to bear the cost of all public facilities that will be in excess of what is needed when the construction force leaves. Committing public sales of bonds to obtain lower interest rates can be an incentive for the companies if they agree to phase their plans. Phasing would avoid part of the boom-bust situation.

Close cooperation between the local governments and the two companies will be required. The local governments will have to be the catalyst as the two companies could run into federal laws if they collaborated on their own. They are rivals and in competition, but the local residents shouldn't allow themselves to stand by and get caught in the cross fire.



4 Community Involvement

TABLE III-2: LAND US

CONSTRUCTION PHASE					
Impact	Added Population Divided by 100	X Factor	Land Required	Facilities Required	Employees
Elementary School System	46.33	X 0.28[1] X 0.61[5] X 1.14[1]	= 13 acres	= 28 classrooms	= 53
Secondary School System		X 0.32[1] X 0.54[5] X 1.76[1]	= 14.8 acres	= 25 classrooms	= 82
Water Supply		X 0.1[1] X 20[1] X 0.069[1]	= 4.6 acres	= 926 acre-feet annual capacity	= 3
Sewage Treatment		X 0.1[1] X 10,000[4] X 0.121[1]	= 4.6 acres	= 463,200 gallons treatment capacity	= 6
Housing					
Permanent (4 DU/Acre)		X 4.0[7] X 18[7]	= 185.3 acres	= 834 housing units	N/
Temporary (8 DU/Acre)		X 1.25[7] X 10[7]	= 57.9 acres	= 463 housing units	N/
Other (15 DU/Acre)		X 0.13[7] X 2[7]	= 6 acres	= 93 housing units	N/
Police Protection		X 0.006[1] X 20[3] X 0.04[1] X 0.227[1]	= 0.3 acres	= 926 sq. ft. station = 2 vehicles	= 11
Fire Protection		X 0.007[1] X 0.128[1]	= 0.3 acres	= (**) fire stations	= 6
Medical		X 0.025[1] X 0.4[1] X 0.188[6]	= 1.2 acres (hospital)	= 19 hospital beds	= 9

ded population divided by 100" by each factor shown at right.

USE, PUBLIC FACILITY, AND EMPLOYEE IMPACTS

	OPERATION PHASE				
es Required	Added Population Divided by 100	X Factor	Land Required	Facilities Required	Employees Required
3 employees (total)	18.95 ed population divided by 100" by each factor shown at right.	X 0.28^{1} X 0.61^{5} X 1.14^{1}	= 5.3 acres	= 12 classrooms	= 22 employees (total)
2 employees (total)		X 0.32^{1} X 0.54^{5} X 1.76^{1}	= 6.1 acres	= 10 classrooms	= 33 employees (total)
employees		X 0.1^{1} X 20^{1} X 0.069^{1}	= 1.9 acres	= 379 acre ft. capacity	= 1 employees
employees		X 0.1^{1} X 10.000^{4} X 0.121^{1}	= 1.9 acres	= 189,500 gallons treatment capacity	= 2 employees
N/A		X 5.6^{7} X 22.5^{7}	= 106.1 acres	= 426 housing units	N/A
N/A		X 0.75^{7} X 6^{7}	= 14.2 acres	= 114 housing units	N/A
N/A		X 0.03^{7} X 0.5^{7}	= 0.6 acres	= 9 housing units	N/A
police officers		X 0.006^{1} X 20^{3} X 0.04^{1} X 0.227^{1}	= 0.1 acres	= 37.9 sq. ft. station = 1 vehicles	= 4 police officers
fire fighters		X 0.007^{1} X 0.128^{1}	= 0.1 acres	= (**) fire stations	= 2 fire fighters
doctors		X 0.025^{1} X 0.4^{1} X 0.188^{6}	= 0.5 acres (hospital)	= 8 hospital beds	= 4 doctors

Medical	Multiply “added populati	X 0.025[1] X 0.4[1] X 0.188[6]	= 1.2 acres (hospital)	= 19 hospital beds	= 9 doc
General Government		X .0034[1] X 20.4[1] X 40.0[1] X 0.187[1]	= 0.2 acres	= 945 sq. ft. offices = 1853 sq. ft. garage	= 9 empl
Solid Waste Disposal		X 0.167[8] X 0.09[8]	N/A	= 7.8 acre ft./year of landfill capacity	= 4 empl
Parks/ Recreation		X 1.0[1] X 0.065[1]	= 46.3 acres	= (*) facilities	= 3 emp
Libraries		X 0.014[1] X 55.0[2] X 300.0[2] X 0.028[1]	= 0.7 acres	= 2548 sq. ft. library space = 13,896 books	= 1 emp
Commercial Land		X 0.117[1]	= 5.4 acres	N/A	N/A
Industrial Land		X 1.2[1]	= 55.6 acres	N/A	N/A
Others		X ( ) X ( ) X ( )	= ______ acres	= ______	= ______ emp
Subtotal			396	N/A	N/A
Streets				X 0.04 = 15.9 linear miles of street right of way****	N/A
			Multiply subtotal on acreage by 1.3 to obtain total acreage including streets and right of way		Total above an subtract docto for total publ employees
Total			515 Acres	N/A	178 Empl

ctors	Multiply "added populat	X 0.025 X 0.4[1] X 0.188[6]	= 0.5 acres (hospital)	= 8 hospital beds	= 4 doctors
ployees		X .0034[1] X 20.4[1] X 40.0[1] X 0.187[1]	= 0.1 acres	= 387 sq. ft. offices = 758 sq. ft. garage	= 4 employees
ployees		X 0.167[8] X 0.09[8]	N/A	= 3.2 acre ft./year of landfill capacity	= 2 employees
mployees		X 1.0[1] X 0.065[1]	= 19 acres	= (*) facilities	= 1 employees
mployees		X 0.014[1] X 55.0[2] X 300.0[2] X 0.028[1]	= 0.3 acres	= 1042 sq. ft. library space = 5685 books	= 1 employees
		X 0.117[1]	= 2.2 acres	N/A	N/A
		X 1.2[1]	= 22.7 acres	N/A	N/A
mployees		X X X	= ______ acres	= ______	= ______ employees
			181	N/A X 0.04 = 7.2 linear miles of street right of way****	N/A
nd ors lic			Multiply subtotal on acreage by 1.3 to obtain total acreage including streets and right of way		Total above and subtract doctors for total public employees
loyees***			235 Acres	N/A	72 Employees***

NOTES: TABLE III-2

N/A - Not applicable or available information

* Facilities needed for recreation vary widely. Recommended standards for various facilities per 100 added population include[1]

0.06	baseball field
0.02	tennis court
0.01	swimming pool
0.03	golf course

** Generally accepted standards for fire station needs are not expressed in terms of population but rather in terms of area served. Fire stations should be within about 1 mile of high value areas (commercial and industrial) and high life hazard areas (hospitals, nursing homes, schools, etc.). Stations should usually be within 2 miles of average residential areas. The size of the station will vary according to the type of apparatus used and will depend upon whether the department is a volunteer or a full time paid department requiring sleeping quarters. Use of police and sheriff's officers to respond to minor fires also has an effect on the total but is not relevant at this level of study.

*** This figure should not be added to the population determined in Table III-1 since the "service worker" figures include public employees.

**** Assumes 60 foot street right of way.

1. Impact Analysis and Development Patterns Related to an Oil Shale Industry, THK Associates, 1974.
2. Boom Town Financing Study, Volume II, Bickert, Brown, Coddington and Associates, 1976.
3. Socioeconomic and Environmental Land Use Survey, VTN Colorado, 1975.
4. "Criteria Used in the Review of Waste Water Treatment Facilities," Colorado Department of Health, 1976.
5. Criteria based on 1970 school enrollment in rural areas in Colorado; 25 students per elementary classroom, 23.5 students per secondary classroom.
6. Region VIII Average Statistics for Federal Regions, States and Metropolitan Areas, Bureau of the Census, 1975.
7. BMML estimate based on Construction Worker Profile, Mountain West Research, Inc., 1976.
8. BMML estimate.

SOURCE: Action Handbook for Small Communities Facing Rapid Growth, June 1977. Prepared for the U.S. Environmental Protection Agency, Region VIII by Briscoe, Maphis, Murray & Lamont, Inc., Boulder, Colorado.

4
COMMUNITY INVOLVEMENT

Dealing with the impacts and facing the problems and opportunities which will confront Scobey and the rest of Daniels County will require the involvement of the entire community -- not just its elected officials -- if the effort is to be successful.

Placing the entire burden on the elected officials and a few community leaders will not work. These people will not have the time or the energy to accomplish what needs to be done and yet be able to manage their everyday community obligations and their own business and personal affairs. Furthermore, they cannot work in a vacuum without community input as to what is desired and will be supported.

Ignoring the impacts and leaving all decisions to the potash companies and other levels of government outside the local area will not work either. The result will be a default by the communities; Daniels County residents will have little, if any, control or leverage over the future of the area. Decisions as to the type of development, timing of development, and provision of public facilities and services to the new population will be made outside the county and imposed upon the existing residents -- like it or not.

To deal with the potential impacts and opportunities, the community should organize itself to involve and educate all of its residents about the issues and opportunities.

A Community Impact Committee should be formed to take the leadership in the process. Once this Committee has gotten its bearings and begun to look at the issues, specific task forces made up of small groups of citizens should be created to pursue individual elements of concern. Base maps of the community should be obtained early in the process; these maps can be used by the task forces and can continue to be used in the planning and action programs.

COMMUNITY IMPACT COMMITTEE

The basis for a successful management program of the anticipated impacts for Scobey and Daniels County will require the involvement of many people. Based on past experiences in Scobey and Daniels County, it is recommended that the City Council, Mayor, County Commissioners, and Chairman of the County Commissioners take the initiative in establishing a Community Impact Committee to act as a community-wide lead group on the issue. There is already considerable awareness of the potential potash developments in the areas. It does not appear that a program informing the community of the fact that potash developments may occur in the county is necessary. It is probably essential, however, that the information that is available be updated and that the potential impacts of a plant or plants be explained to the community. The committee can begin with its community assessment and strategy phase in getting ready.

The Community Impact Committee should be viewed as the coordinating agency having the responsibility for evaluating the preparedness of the area to deal with the potential changes and as a vehicle for communication and education. It should act as a clearing house for information, generate official statements, and have the responsibility for directing the community involvement program. Attention can thus be focused. Strategy of how to optimize the community's position and achieve its goals while assisting the potash companies in making a smooth entry into the area (if that's the goal) should evolve from this committee's efforts. For this reason, it is essential to have a broad cross-section of representation.

There are four major tasks that the Community Impact Committee (CIC) can undertake.

- Community involvement. This task involves putting together the various information regarding the proposed project, calling public meetings, explaining the problem, explaining the community approach to coping with the problem, development of task forces to study specific areas in depth, and insuring a coordination of the effort.

- Community study. This task involves monitoring of the task force activities; consolidating their reports and refining the major questions raised by them; developing an overview of what presently exists and what will be needed as development might occur, and when it will be needed; consolidating the community goal recommendations and policies and working for their adoption or endorsement by the affected agencies.

- Planning for action. Working with the local governmental bodies and school district, the committee should develop priorities for acting within the task force study areas, for the community as a whole. Action strategies and a sequence of actions should be established and explained to the community, and these actions monitored as they develop.

- Follow-up. Depending on the speed with which development is anticipated, regular meetings on a semi-annual or annual basis, or when a major decision or action occurs, should be called to assess progress, reevaluate the goals if necessary, and deal with new problems or opportunities as they arise. As development begins to take place, such meetings may have to be called with greater frequency to monitor progress and keep the community informed.

Help in organizing and operating the Community Impact Committee can be found in the Action Handbook (Sections 4 and 5).

TASK FORCES FOR COMMUNITY STUDIES

After the Community Impact Committee has informed the community of the impact that might be expected and the present capabilities of the community to deal with that impact, it will be desirable for individual areas of concern to be identified for concentrated efforts on the part of small groups of citizens -- task forces. These groups will have the responsibility for investigating these special areas of concern.

The task forces should include people who have a vested or expressed interest in the particular area; e.g., a realtor should be on the land use task force; a banker should be on the task force concerned with the economy. Contrasting views should be represented -- the groups should not be stacked with persons having a single viewpoint. Issues should be allowed to come out at work sessions so they can be resolved before they reach the entire community and become divisive. Even if agreement is not reached, the issues should be clearly identified and each side should have an opportunity to explain its views. The Impact Committee would then be alerted to the fact that a resolution was necessary.

The task forces should have the general responsibility to:

- Inventory the current situation - existing resources and conditions in the whole county as well as an estimate if commuters are likely from outside the county, i.e., Canada or Sheridan County.

- Identify and evaluate what has been happening - trends and impacts.

- Determine what the future holds, and examine the issues related to the specific areas of concern.

Two alternatives should be considered. In one case, the task forces should determine what is anticipated in the event that the potash developments do not occur; continuation of past trends; changes resulting from federal or state programs, such as Section 208 (of PL 92-500), the Clean Water Act) requiring improved wastewater treatment; local shifts in attitudes or interests that are bringing about changes; changes in national policies concerning energy, farm prices, etc.; and other matters that are pertinent.

In the second case, the task forces should determine what will be required if the potash developments do occur, based on the impact information furnished to the task forces and the projected needs.

- Evaluate the preliminary Goals and Policies for Scobey and Daniels County which were prepared as a part of this case study (see Appendix A), and make recommendations for changes or additions, based on the information obtained by the task force.

- Provide a written report, including the information that has been obtained, any supporting maps, evaluation of potential problems, and suggested solutions.

The preliminary Goals and Policies (Appendix A) can provide a basis for the organization of task forces, with one task force being appointed to deal with each area of concern or possibly two areas if desired:

- Natural Environment and Resources
- Community Character and Development Patterns
- Economy
- Government
- Land Use: Residential, Business, Industrial
- Transportation/Circulation
- Community Resources and Services

If there are additional local concerns which the community identifies as needing special attention and there are people who wish to concentrate on that subject (e.g., downtown business, river preservation, recreation, mental health, etc.), it may be desirable to create additional task forces to deal with these concerns.

For further discussion of the organization and creation of task forces for community study, refer to Sections 5 and 6 in the Action Handbook.

Obtaining Base Maps

Before the task forces progress very far in their work, a reasonably accurate base map of the town and the immediate surrounding area should be obtained. This map should be of sufficient size that individual lots and properties can be identified, but not so large that it is unwieldy in actual use. If the town or county has no such map available, one should be made which can be reproduced and used as part of the team's permanent records.

Controlled flight aerial photographs at a scale of 1" = 200', which can be reduced to 1" = 500' or enlarged to 1" = 100' or 1" = 50', are a good base. They can sometimes be purchased at state agencies or the railroad companies. State or federal agencies or the potash companies might assist in paying for these maps. The cost of obtaining a new map, if none are available, should be from $3,000 to $4,000 for Scobey. Each of the towns should be flown. The topography should be at two-foot contour intervals as the area is relatively flat. The area flown should include enough area outside of town to include areas which will accommodate new development. Illustration IV-1 is an example of a topographic map of the proper scale.

Property maps maintained by County Assessors' offices can be of some use; however, they are often done at a scale which is too large for practical use where an entire town is involved. Until aerial maps are available, smaller maps can be made using assessors' maps as a guide. If the high school has courses in geography or drafting, the making of a base map of the community might be done as a class project. Temporary summer help might be obtained from local college students with training in mapping, surveying or engineering; or a local citizen with training or interest in mapmaking -- and available time -- might be given the mapping job.

The base map should be of a size that is useable. It should show, at the minimum: town boundaries, railroad and street rights-of-way, rivers, lakes and blocks. If property or lot lines can be added, this is helpful. The location of public or quasi-public property -- schools, parks, public buildings, cemeteries, etc. -- might also be shown. Illustration IV-2 is an example of a map showing lot lines and other features.

The base map should be prepared on reproducible sepias or Mylars. Once this is done, copies can be made and different information recorded on separate maps.

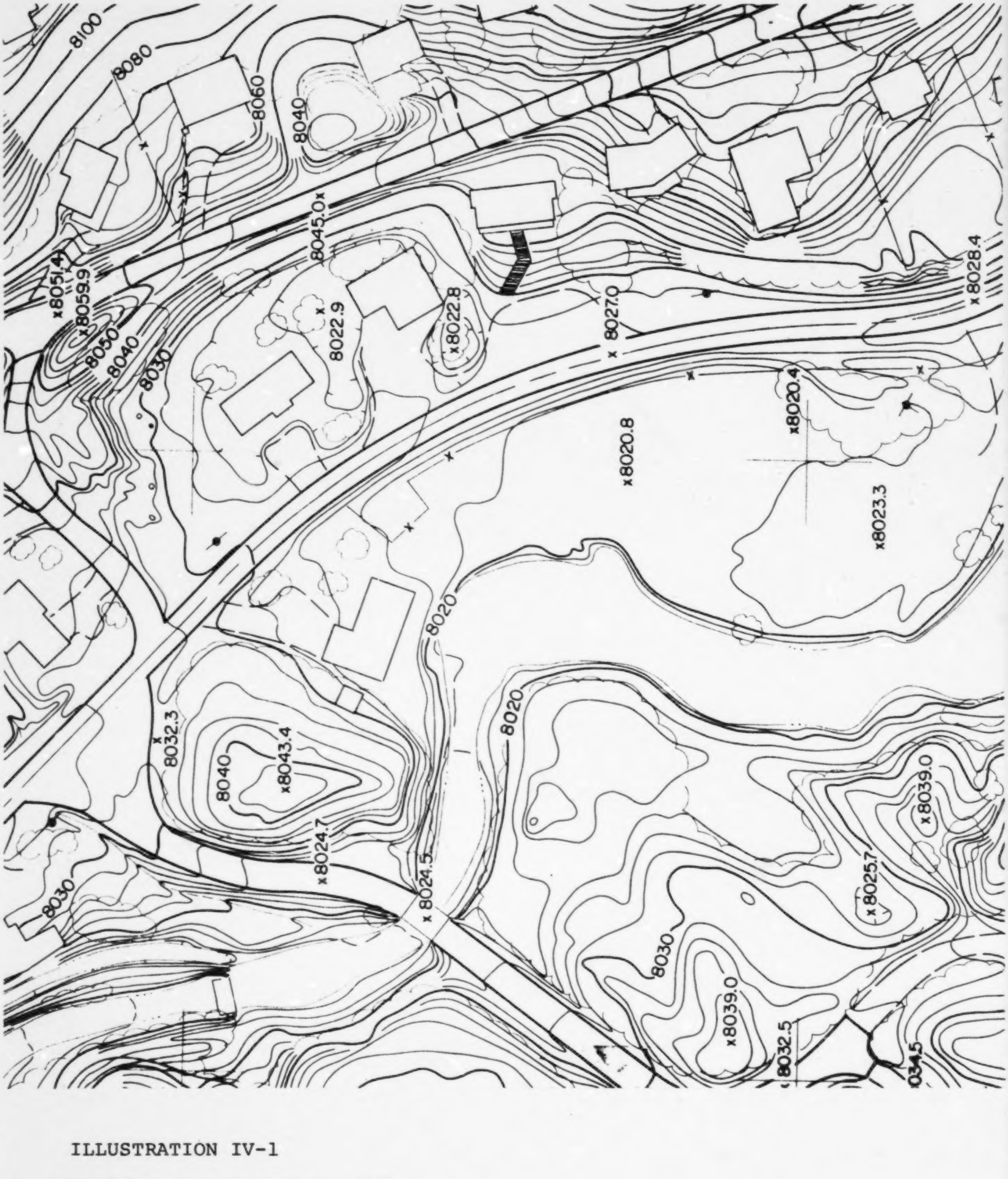

8100
8080
8060
8040
8045.0
8051.4
8059.9
8050
8040
8030
8022.9
8022.8
8027.0
8028.4
8020.4
8020.8
8023.3
8020
8020
8032.3
8043.4
8040
8024.7
8024.5
8030
8039.0
8025.7
8030
8039.0
8032.5
034.5

ILLUSTRATION IV-1

EXAMPLE OF TOPOGRAPHIC MAP
MADE FROM AERIAL SURVEY
SCALE: 1" = 100'
TOPOGRAPHIC (CONTOUR) INTERVAL: 2 FEET

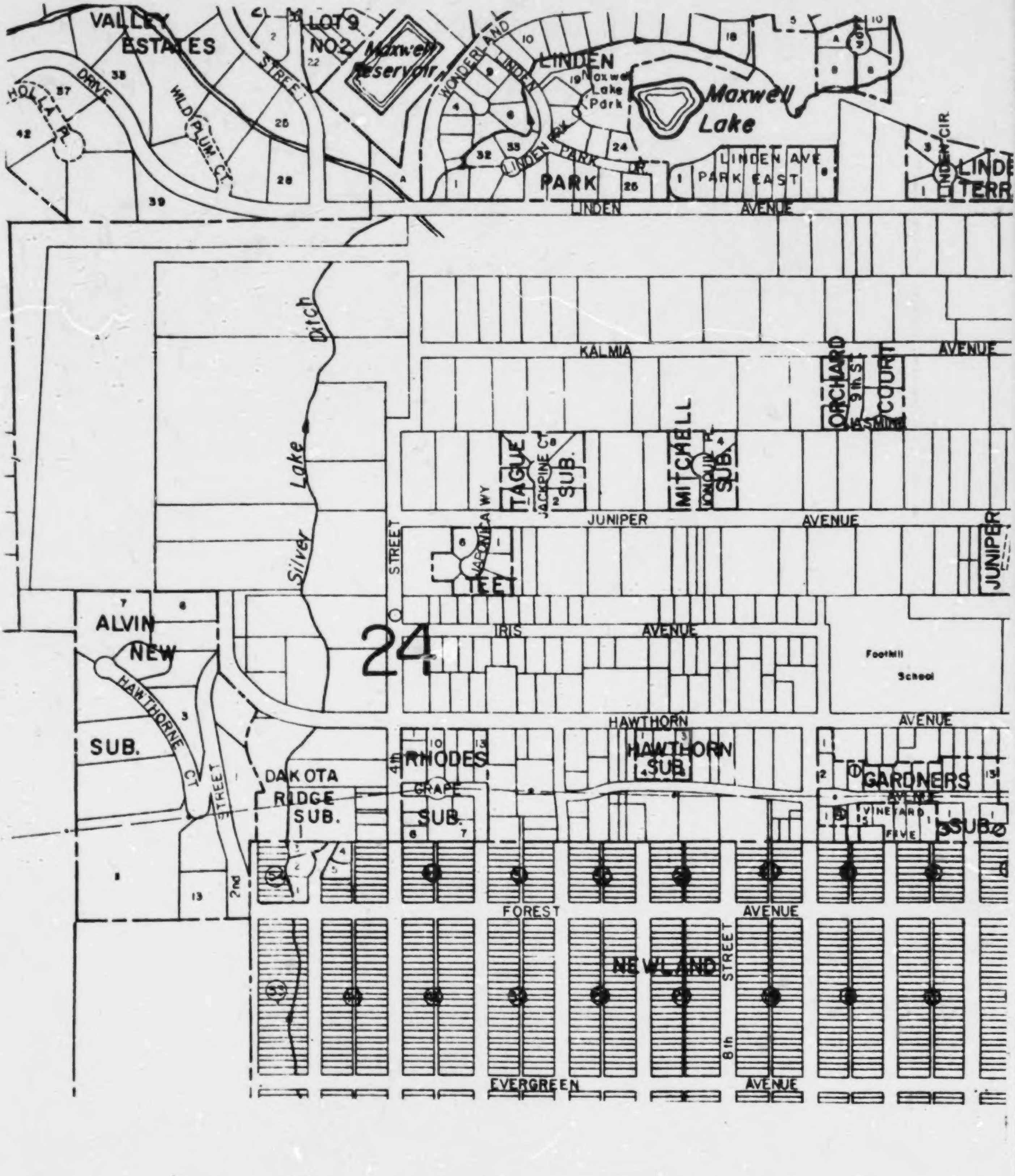

VALLEY ESTATES
LOTS NO. 2
Maxwell Reservoir
WONDERLAND
LINDEN
Maxwell Lake Park
Maxwell Lake
DRIVE
WILD PLUM CT
STREET
LINDEN PARK DR
PARK
LINDEN AVE PARK EAST
LINDEN CIR
LINDEN TERR
LINDEN AVENUE
KALMIA AVENUE
ORCHARD
9th ST
COURT
JASMINE
Silver Lake Ditch
TAGUE
JACKPINE CT
SUB.
MITCHELL
JONQUIL PL
SUB.
JUNIPER AVENUE
JUNIPER
JAPONICA WY
TEET
STREET
ALVIN
NEW
24
IRIS AVENUE
Foothill School
HAWTHORNE CT
SUB.
HAWTHORN AVENUE
HAWTHORN SUB.
RHODES
4th
GRAPE
SUB.
DAKOTA RIDGE SUB.
STREET
2nd
GARDNERS
VINEYARD FIVE
SUB.
FOREST AVENUE
NEWLAND
8th STREET
EVERGREEN AVENUE

ILLUSTRATION IV-2

EXAMPLE OF MAP SHOWING PHYSICAL
FEATURES AND LOT LINES
SCALE: 1" = 500'

TASK FORCE RESPONSIBILITIES

The specific concerns and responsibilities which the task forces should undertake are briefly discussed in the following paragraphs. These discussions are meant primarily to help the task forces set their courses and get started. As each group delves into its area of concern, it will undoubtedly find areas which should receive more (or less) attention. When it does, it should go ahead and attack the questions and problems as they are perceived. The task forces should also refer to the task force guidelines in Appendix B for guidance as to the elements which should be included in the inventory and analysis, and for general resources.

Natural Environment and Resources

The primary concern us to evaluate the effect that a potash development and increased population might have on the agricultural industry, which is the basis of the local economy. In addition, the task force would be concerned with the preservation of the natural areas and resources of the region. Contact with the industry would indicate what the nature of the operations would be and what potential environmental pollution concerns the community should be aware of. Assistance in this area could be obtained from the University, from the companies themselves (PPG and Farmers Potash), from Environmental Impact Statements that have been furnished for similar projects, and from the Department of Community Affairs.

This knowledge will be essential should the proposed projects move forward, so that the community will understand the types of conditions that should be attached to any approvals. Both companies have expressed a willingness to work with the community in explaining their methods of operation and potential needs.

Community Character and Development

The principal task of this group is to evaluate what effect the potash developments and the anticipated population increase might have on the small town character of Scobey and the other towns in the county, and on the physical development of the communities. The task force should be concerned with the direction which growth should take -- whether it should occur within the existing community or on the edges, or in both areas -- and how this physical growth can occur and yet remain in harmony with the existing community and not place a financial burden on existing residents.

This task force should seek input and information from the task forces which are involved with natural environment and resources and with land use. Assistance in this area can be obtained from the University, the Department of Community Affairs, Old West Regional Commission, Three Corners Boundary Association, and from the High Plains District Council.

This task force, together with the land use task force, will play an important role in the efforts of the community to insure that new growth and development is orderly and does not destroy those characteristics and traditions which are essential to Scobey's attractiveness as a place to live.

Economy and Employment

This task force will be primarily concerned with investigating and evaluating the effects which the potash developments will have on the area's economy and employment. The group may wish to make efforts to answer such questions as:

? How will the potash development effect existing employment supply and wages? Will it take people away from necessary agricultural jobs?

- ? What effects will the influx of short-term population during the construction phase have on prices for housing, goods, and services? Will these effects tend to be short term, or will they remain?

- ? Will the increased population create a business climate that encourages chain stores to locate in the community? Would these stores be an asset to the area, or would they force local businesses out?

- ? How can the existing property tax base be supplemented to even out the tax burden among existing residents, newcomers, property owners, renters, and the industries?

The introduction of new job opportunities into a small community -- such as Scobey -- where little unemployment exists often creates problems, as well as benefits, in the community's economic picture. Lower-paid agricultural and service workers are lured away from essential jobs in the area's economy, and often cannot be replaced. A higher pay scale in the new industry produces a ripple effect throughout the area which can result in higher costs for existing community residents. Additional growth can occur as a spin-off from the new industry, and can result in a greater population increase than was originally anticipated. These are only a few examples of the concerns which the task force should be addressing and attemping to find solutions to.

Assistance may be obtained from local businessmen, bankers, the University, state and federal Labor Departments and the potash companies.

Government Resources and Services

The major concern of this task force will be to evaluate the effects of increased population in the community on local government, its ability to provide the needed facilities and services at the proper time, and its ability to pay for these facilities and services.

This task force must tie together the inputs from all of the other groups in such a way that the local legislative bodies -- City Council, County Commission, and School Board -- can begin to make decisions about what is needed, how it will be financed, when and where new or expanded facilities will be built, what new services will be required and how they will be provided.

The work of this task force will be crucial in helping the community to cope with the impacts of growth and development. This is where it all comes together.

Assessment of the need for expanding the basic facilities -- water and sewer -- should receive a high priority; solid waste disposal, school, fire and police facilities and services will also need to be evaluated early in the process. The question of financing -- methods and sources of financing to meet the needs of new growth without placing an undue burden on existing residents -- will be a major concern of this task force.

In addition, the task force must deal with the questions of whether the town staff is adequate to deal with the problems and challenges of growth; intergovernmental cooperation among the various entities having jurisdiction and/or interests in the area; and how both current and new residents can effectively participate and influence government decisions.

Assistance in these efforts may be obtained from the High Plains Council, the County Commissioners and staff, the school district boards and staffs, the State Department of Community Affairs, and the U.S. Department of Housing and Urban Development.

Land Use: Residential, Business and Industrial

This task force would have the primary responsibility for determining the effects of future growth on existing and future land use patterns in the community. One of the major concerns will involve housing and residential land uses; where should housing be located; how much will be needed -- both temporary and permanent; how will mobile homes be accommodated; how much multiple family development will be necessary and desirable and where should it be located; will land use and subdivision regulations be necessary in the town? In considering these questions, the task force may wish to create a subcommittee on housing which can do the type of investigation and analysis outlined for the housing task force in Appendix B.

The land use task force should also investigate whether land is available in or adjacent to the community in adequate quantities and located in a desirable area where there will not be conflict with other uses for business and industrial expansion or new development; and whether such development can occur in areas where it will be compatible with residential land uses, can be accommodated by existing streets and roads, and can be provided with the necessary utility services. The questions of business and industrial land uses and the downtown business area were not developed in sufficient detail in the initial goal setting efforts; the task forces should develop these further. For example, the task force should look specifically at the current and future role of the downtown business area as the center of the community for business, cultural, office, financial and government purposes, and make recommendations as to the continuation of this role and what improvements will be needed to make the area more attractive to shoppers and others; e.g., additional parking, bike racks, benches, drinking fountains, and trees may be needed; signs might be reduced in size; unsafe abandoned buildings might be cleared, etc.

This task force may find assistance through the State Department of Community Affairs, Division of Planning; the County Planning Department; and the U.S. Department of Housing and Urban Development Region VIII office in Denver. Publications of the American Society of Planning Officials and the Urban Land Institute can also be helpful.

Transportation and Circulation

The major concern of this task force will involve investigating and evaluating the potential effects of the potash developments and the increased population and housing areas on existing road capacities in the area and on traffic circulation. The task force should work closely with the land use task force, as traffic patterns, volumes and potential problems and solutions are highly dependent upon land use patterns. Furthermore, plans for widening or improvement of roads can be a major factor in decisions as to where certain land uses should be located and on the timing of development.

The task force should seek the assistance of the State Highway Department, the County road supervisors, and the railroad in making its inventory and examining the issues.

Community Resources and Services

This task force should be primarily concerned with the social impacts of new growth on the community, and the community's existing and potential abilities and resources to meet the "people" needs which will be generated by new growth. The community has, so far, done a very good job meeting the needs of its stable population. Rapid growth, however, will bring major social changes to the community -- some will be desirable, some may not be. Uprooted families can have internal problems which will become external in a new location and affect the entire community; people who are not familiar with the rural way of life may have difficulty adjusting to the slower pace and the tighter and more well-defined social structure of the community. New people will bring new ideas and ways of doing things, which may or may not be acceptable to the existing residents. More leisure time will bring greater demands for recreational and cultural opportunities. People accustomed to a wide range of social services and recreational opportunities and programs will expect more than may now be available.

The task force will not only need to inventory and assess what social, educational, recreational and cultural resources are available in the community; they will also need to find ways to include new residents in the community life, and to use the potential which new people will bring to develop community resources for the benefit of all the community's residents. The task force should look at those resources which are available -- and may be better provided -- by private non-profit organizations, churches and service clubs as well as those which are customarily provided by governmental agencies in larger areas.

This is one area where local churches can provide valuable assistance, both in assessing the need and in helping to institute programs and services. Young people and senior citizens in the community can be helpful. Indian Tribal Councils should be included in the task force's work if it is believed the Peak Reservation will be affected. Governmental agencies which can be of assistance include the County health and welfare departments, the University, and the school districts.

The preliminary Goals and Policies did not cover this subject in as much detail as may be desirable. The policies which have been suggested are extremely general in nature; the task force should augment these with more specific recommendations.

For example, the question of providing expanded services and opportunities for senior citizens may need some specific recommendations as to how this can be done. Daniels County has a higher-than-average proportion of residents over the age of 65. Many of these people are undoubtedly still very active in business or farming activities, and find no need for special programs or services in the immediate future. On the other hand, there are those who are no longer working, due to preference or to physical disability, but who still have much to contribute to the community; they may also need an occasional special consideration in the way of help to insure that they do not become lost in the shuffle as the community grows.

There are many opportunities for older citizens to help newcomers adjust to the community and learn of its history and traditions; the Retired Senior Volunteer Program active in many communities, can be a major force in affecting improvements in the community which busier people have insufficient time for.

The effect of growth on the community and the almost inevitable rise in taxes and housing costs can make the housing needs of older people on fixed incomes a major problem. The task force may need to explore ways to insure that people do not have to lose their homes, or that there are good housing units available at reasonable prices for those who wish to sell their present homes and move into smaller quarters.

SETTING COMMUNITY GOALS

The final product of the task forces is a recommended set of goals and policies for the community. Once each task force has completed its review and submitted a written report with its findings and recommended adjustments to the preliminary goals and policies statement you already have (Appendix A), the Community Impact Committee and the task forces should review the total list. A general meeting of the Committee and the task forces should be held to clear up any conflicts and/or overlaps, and to insure that the policies, which will be used as guides to direct decisions, are as explicit as possible to permit everyone to understand them.

When the goals and policies have been adjusted, they should be submitted to the County Commissioners, City Councils, and School District Boards. If these bodies accept them for consideration, public meetings should be called to explain the impact and the goals and policies to the citizens at large. Public discussion and reaction should be encouraged. Meetings might be held in Peerless, Flaxville and Scobey. As many meetings as necessary should be held in order to reach a consensus on the content.

Publicity and copies of the Goals and Policies (similar to the Daniels County Leader supplement of January 20, 1977, or printed reports) should precede the meetings. It is important that the citizens understand the impact issue, what is needed to cope with the growth, and what goals are being set to guide the future of the area.

It is highly desirable for the County, the towns, and the School District officials to adopt the Goals and Policies as a joint statement, to insure that everyone concerned is working in common direction.

5 Community Organization

5

COMMUNITY ORGANIZATION

When the task forces and the Community Impact Committee have completed their initial work and the Goals and Policies have been adopted, the residents of Scobey and Daniels County will have a fairly good picture of the job that lies ahead. The task forces will have assessed the needs of the community for the present and the future; the community will have achieved a consensus on the community's goals and the policies needed to implement the goals. The next step is to organize for action.

The City Council and the County Commissioners, with the help of the city and county staffs, should now begin to get ready to deal with the potential impacts of the potash developments. By this time, the potash companies may have firmed up their plans and made further public announcements concerning the magnitude and timing of the developments. If they have, the local governments will know more or less where they stand. If they have not, the Council and Commissioners can still begin to organize and formulate an action program which can be based on assumptions that the developments will go ahead generally as has been proposed.

If the developments do not occur, the community will at least have a handle on its current needs. If they do occur as proposed, the community will be ready to take some action. Even if only one development goes ahead, or if one or both go ahead but with lower or higher estimates of employment, the community will be in a position to make any necessary modifications in the assessments of anticipated needs and continue from that point.

In a community the size of Socbey, it is unrealistic to assume that the entire burden of assessing available resources, setting priorities, coordinating of governmental and non-governmental resources and providing all the needed services and facilities should fall on the shoulders of the local government officials and agencies. The Council, School Board, and Commissioners still have the overall responsibility and make the final decisions. But other sources of help should be sought wherever they can.

ASSESSING NEEDS AND IDENTIFYING RESOURCES

Table V-1 is an example of the type of worksheet that can be used to list existing community needs and to continue the process of identifying future needs, resources and capabilities.

All services which may require some action should be listed. (The worksheet does not include examples of such actions as developing a comprehensive plan, adopting land use regulations, etc. The actions needed in these areas could be listed on a separate and shorter worksheet which would identify the need, responsible agency or group, and possible sources of technical and financial assistance.)

Using the information gathered by the task forces and the suggestions in Section VII of the Action Handbook, list the existing needs of the community, the anticipated needs if one potash development occurs, and the anticipated needs if both developments occur at the same time. The City of Scobey will be particularly concerned with the needs for water and sewer service, police protection, solid waste disposal, parks and recreation facilities, general administrative services, and housing. The volunteer fire department will be concerned with the needs for fire protection; the school district will be concerned with school facility needs; and the County with flood

TABLE V-1

COMMUNITY NEEDS AND POTENTIAL SOURCES OF ASSISTANCE

	Existing Status		Anticipated Status		
1 SERVICE AREA	2 PRESENT CAPACITIES/ CONDITIONS	3 PRESENT NEEDS	4 ANTICIPATED GROWTH IMPACT	5 NEEDS WITH GROWTH	6 POTENTIAL SOURCES OF ASSISTANCE
Schools					
Police					
Fire					
Hospitals					
Health Services					
Streets and Roads					
Airport					
Electricity					
Gas					
Telephone					
Water					
Sewer					
Flood Protection					
Solid Waste					
Parks					
Recreation					
Housing					
Welfare/Human Resources					
Library					
General Administrative Service					
Cultural Facilities					
Government Buildings					

protection, solid waste disposal, government buildings, and welfare.

The facility and employee needs shown above in Table III-2 might be used as the starting point for determining anticipated needs. (It should be remembered, however, that Table III-2 estimates needs resulting from only one potash development.) The task forces may make some recommendations which should be substituted for the needs shown in Table III-2 wherever appropriate; in addition, the community may decide to use its own standards for determining needs -- in which case these standards should be used.

In assessing the anticipated needs, the community should also make an estimate as to how much of the anticipated new growth will occur in Scobey and how much in Peerless and Flaxville. It can probably be assumed that few, if any, new people will reside in the rural areas. Because Scobey's present population is about half of the total county population and Scobey is able to provide more of the needed facilities and services, it may be reasonable to assume that from 1/2 to 3/4 of the new population will reside in Scobey.

Once the needs have been listed, potential sources of assistance -- financial and technical, governmental and non-governmental -- can be identified. Local government -- which means local taxpayers -- cannot and should not be expected to carry the entire load. Neither can the new population be expected to foot the bill for facilities which are needed to fill existing needs.

The Eastern Field Office of the Montana Department of Community Affairs (in Glendive) can help in identifying sources of technical and financial assistance provided by the state, and can also be of help in establishing contacts with Federal agencies and regional organizations.

The Departments of Housing and Urban Development, and Health Education and Welfare, the Bureau of Outdoor Recreation (Department of the Interior) and the Soil Conservation Service can be of assistance. Regional offices for most of these agencies are located in Denver, Colorado. State or area offices may be located closer to Scobey; if so, they should be contacted first.

Technical assistance is often available from colleges and universities. Montana State, Eastern Montana College, and other state and area colleges might be good sources of help.

The Old West Regional Commission has long been concerned with the problems of rapid growth in the plains states; they should be able to provide advice and supply information.

Many of the recreational and human resources needs of small communities are already being met by 4-H clubs, local service clubs, and churches. Churches, in particular, are often deeply involved in efforts to provide decent housing for low income and elderly people. Even if the local churches have not gotten into this field, the national and regional synods and conferences have often been involved and have people on their staffs who are knowledgable about the use of non-profit corporations to provide needed new housing or to rehabilitate existing housing.

It has become customary for builders of new housing developments to provide for the basic requirements of their developments: water and sewer lines, parks, streets and sidewalks, and storm sewers. Requirements for the provision of these improvements by the subdivider are included in the Daniels County Subdivision Regulations.

Last -- but by no means least -- are the potash companies. They are the ones creating the impacts. They should also be the ones who help to provide for the needed facilities, provide at least some of the temporary housing needed, and help the community in establishing contacts with outside resources. They frequently have experience in other areas where they have developed the resources and can provide not only the facilites they need but can also provide technical expertise. This is one source of assistance that should certainly not be overlooked.

SETTING PRIORITIES

When the anticipated needs and potential sources of assistance have been identified -- but before any specific help is requested -- the Council and the County Commissioners, together with the School Board, the Community Impact Committee, and the task force chairmen, should set priorities.

Priorities for action should include specific actions which must be undertaken in the area of land use planning as well as those which must be undertaken to provide the facilities and services which will be needed. The community's needs should be weighed and grouped according to a priority system which categorizes:

- Actions which must be undertaken, or basic facilities which must be built, before growth begins. It may be necessary and desirable to undertake some actions even before the potash companies have firmed up their plans, so that the community will be ready once the companies are ready to move ahead.

- Actions which can be undertaken, or facilities which can be developed, while growth is occurring.

- Actions or facilities which can be planned for but which will not become operational until the new population has arrived.

Table V-2, Urban Service Characteristics, can be used as a guide in setting priorities for services, as well as in helping the community identify financing alternatives, providers of services and lead time requirements. This chart is intended primarily as a guide; local desires and capabilities should be given considerable weight in the establishment of priorities.

WHO DOES WHAT?

The Scobey City Council and the Daniels County Commissioner will need to determine what the city or country can and should do; what can and should be done in a joint effort by the City and Daniels Count; what can and should be done by the companies; what can and should be done by private organizations; and what can and should be done by -- or with the assistance of -- state and federal agencies. (Table V-2 can provide some guidance.)

People in rural areas have traditionally been wary of depending upon the Federal government for help, preferring instead to do things on their own. If the impact from new developments which is generated from outside the community is great enough, however, some federal assistance may be necessary, particularly where expenditures for major facilities such as water and sewer treatment plants are concerned. In looking to the Federal government, though, the community must remember that federal assistance rarely, if ever, comes without strings attached. Federal aid programs are increasingly dependent upon requirements for local comprehensive planning, good management and accounting practices, and provision of matching funds by local or state governments. The requirements of federal programs are often so complicated that contact must be maintained with the officials administering the programs on a nearly constant basis. If the community is not ready and willing to comply with the requirements of the federal programs, it had better find some other sources of help.

The Council and the Commissioners should also give some major attention to the local tax base -- where are the funds to operate the government coming from? Local governments are often highly dependent upon property taxes, particularly in Montana where local sales taxes have not been authorized by the State Legislature. Property taxes are not, however, responsive to growth, and they do not accurately reflect benefits received or costs generated by individual properties. The community should consider what other revenue sources may be available, and legal, in the state of Montana. (Illustration VIII-16 in the Action Handbook lists various alternative sources of revenues and discusses the various considerations of each source. This chart was prepared for Colorado governments; the legal situation in Montana will be somewhat different and the chart should be checked against enabling legislation.)

If and when the potash companies decide to move ahead, and the dimensions of the impact are more closely defined, the City of Scobey should consider hiring a city administrator or manager or elevating the city clerk position to this role. If someone is not officially designated and paid to deal with the myriad of day-to-day problems resulting from growth, and to be in charge of coordination and operation of the city facilities and services, these jobs will either not get done or will fall upon someone, such as the mayor, who may not have sufficient time to take care of everything that is involved and continue his own business affairs. Volunteers, whether they are elected officials or simply interested citizens, cannot be expected to do it all when major growth impacts occur.

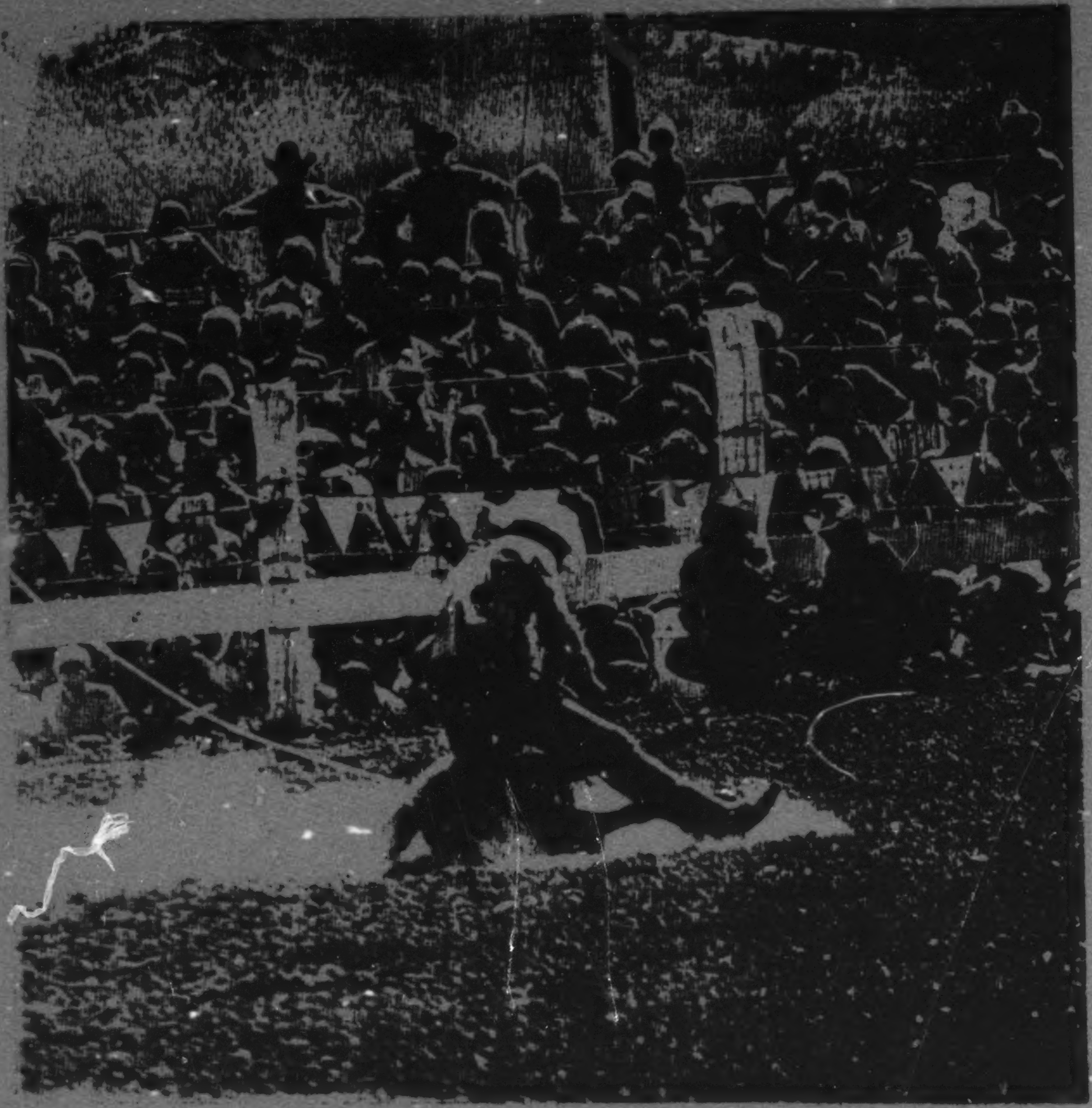
An alternative to a full-time city manager has been explored in some areas where communities are too small to support a full-time manager at a reasonable salary and there is not enough work to keep a full-time person busy after the major problems have been dealt with. This is the circuit-rider approach: one person serves on a part-time basis in two or more communities which are relatively close to one another. This, of course, has disadvantages both to the town -- which often does not have the manager there on the day he is most needed -- and to the person himself, who must do extensive travelling, keep the interests of more than one community in mind, and may find his home life is adversely affected.

Other alternatives for part-time managers or time-sharing systems could also be explored. The International City Managers' Association (ICMA), headquartered at 1140 Connecticut Avenue, N.W., Washington, D. C. 20036, could be contacted to provide information on the circuit-rider system and other alternatives. The Denver Regional Council of Governments has sponsered such a system for three communities in the Denver area and could be a source of do's and dont's when establishing such a program.

A recommended program for immediate action by the County and the City of Scobey is presented in the following chapter. This recommended action program deals primarily with those actions which must be taken before growth begins. Even if the potash companies do not move ahead with their planned developments on schedule, or if the plans are completely abandoned, these actions will not result in time wasted. They will still be valid in helping the community prepare for any evantual growth.

TABLE V-2: URBAN SERVICE CHARACTERISTICS

This Table is included in pocket on back cover.



6 Community Actions

6
COMMUNITY ACTION

Based on our brief evaluation of the Scobey and Daniels County situation and the preliminary Goals and Policies that have been formulated, we would recommend the following actions as being necessary in the beginning. There will be additional actions found to be necessary or desirable by the citizen task forces; however, these initial recommendations should be viewed as a starting point, from which the County and the individual communities can begin to look ahead toward coping with anticipated growth.

GETTING CONTROL

The first steps in getting control of the anticipated development impacts are to identify where growth can best be accommodated and served at the least cost, and determine the pattern of growth.

- Each community -- Peerless, Flaxville, and Scobey should decide whether it wishes to grow; and if it does, where and how this growth should happen.

  Once the potential impacts of growth have been identified by the task forces, the citizens in each community can assess their own situations and make their decisions -- decisions which should be community decisions, rather than being thrust upon the communities from outside.

- The County should not permit or encourage the development of an entirely new community in Daniels County.

Given the amount of investment in public funds which has occurred in the existing communities, the development of a new community appears to be unwarranted. New development should be channelled into the existing towns.

- Logical service area boundaries should be identified for each community, preferably through mutual cooperation and agreement among the communities and with the County.

  Service areas should include land areas which the communities are willing and able to provide with utility and other town services, and where these utility and community service extensions can occur in a logical manner.

- The natural drainage patterns of the area should be used to provide the lead as to what is logical, in order to avoid having to commit capital and operations costs for pumping of water and sewage.

- Growth should be contiguous to existing development and should occur where schools, roads and other public services and facilities are most easily extended or developed, or where excess capacity exists.

  This approach avoids costly investments in capital facilities through undeveloped areas and unnecessary extensions of the distances required for police patrols, fire protection, road maintenance, trash hauling, utility lines, etc.

- All urban-type uses should be required to locate within the communities' urban or service areas, subject to each community's development controls and policies.

Competition among the communities in this context is acceptable and desirable, in that it provides people with a choice as to which community they prefer to live or operate a business in. But developers should be discouraged from building in unincorporated areas and thus placing the burden for providing facilities and services on the County.

LAND USE PLANNING

Using the information base generated by the task forces, the Goals and Policies which have been adopted, and the decisions which have been made concerning the general location and pattern of development, the County and the communities can begin the more detailed process of planning for future development.

- The cities and the County should develop and adopt Comprehensive Plans, public statements concerning where development is desired and can best be accommodated. (Montana Law requires that a comprehensive plan be adopted if towns or counties wish to adopt zoning regulations. Stan Steadman in the Eastern Montana Field Office of the Department of Community Affairs in Glendive can provide guidance in the requirements of the state law.

  The plan should be based on the Goals and Policies and should include:

  - The desired patterns and directions of growth. (Locations of various land uses, roads, extent of growth in given directions, areas to be preserved from development, etc.)

  - The nature of, and areas to be occupied by various land uses:

    Residential
    Business
    Industrial

Agricultural
Public
Parks and Recreation
Natural areas

* Circulation pattern. (Location and type of major, secondary, and local roads and streets.)

* Location and nature of public facilities:

water
sewer
power
schools
hospitals
fire stations

* Definition of community character. (Aspects of the community which should be preserved or enhanced, neighborhood densities, desired housing types, etc.)

The Plan should be developed with the total community in mind. The entire county should be considered, with each of the population concentrations considered as a part of the whole. Each town should be permitted to decide its own character and the details of the planning for its service area. County responsibilities are to control the areas outside of the immediate area of the communities and to reinforce the planning programs of the individual communities.

● In developing the Comprehensive Plan, the County and the communities should attempt to insure that new development will:

- be avoided in areas which the communities determine should be preserved (e.g., in the flood plains along the river);
- be located where it is the least disruptive to existing residents and where traffic circulation to and from the development will not create major problems for existing neighborhoods;
- not disrupt or destroy the better agricultural lands;
- not be in conflict with other land uses, such as the rodeo grounds or the historical town buildings in Scobey;
- be located, and lots sited, where it will not be affected by incompatible land uses, such as drive-in theaters, the railroad, gravel pits, solid waste disposal sites, or highway traffic.

- After the Comprehensive Plan has been adopted, the County should develop and adopt land use controls based on the Plan, for all unincorporated areas.

  Without such controls there will be little available to the county or the towns in the way of review power over the potash development proposals, location of temporary housing and mobile home parks, subdivisions, new businesses or ancillary industries. Scattered and uncontrolled uses of land could adversely affect the agricultural industry, and will increase the capital and operating costs of the country and the school districts. Furthermore, the resulting land use patterns could be highly marginal from the standpoint of livability.

Without some leverage being available to the county and/or towns, both the potash companies could choose to develop their projects at the same time, causing major crises in the level of impacts that would occur. Regulations requiring county legislative approval and input by the individual communities could help to prevent such a situation from occurring, or, at any rate, require some phasing or mitigation by the companies.

- Scobey and the other communities in the County should develop and adopt land use controls, based on the Plan, for the unincorporated area.

  Adopting such controls will permit the community to determine where and how development will take place and to insure that it occurs in a manner which will protect existing neighborhoods, preserve the community's small town atmosphere and reinforce the role of the downtown business area. Without at least minimal land use controls, developers from outside the area could influence Scobey's future in a manner which is not acceptable to the citizens.

- In developing land use controls, the county and the city should:

  - Require that all urban types of uses -- housing subdivisions, business and commercial activities, and industrial uses -- be located within or adjacent to existing communities. (Some exceptions may be necessary where activities or uses are tied to a specific location; e.g., a mining or milling operation; business or industrial uses directly related to agricultural areas, such as farm equipment sales, etc.)

  - Consider the possibility of permitting some temporary housing for construction workers at the potash site, similar to the construction housing at the Poplar River dam site, with the intent of removing it when the construction is completed. (No business uses should be permitted at the site.)

One advantage of this type of approach is that it reinforces the separation between temporary and permanent residents.

* Also consider an alternative approach, which may be preferable, of identifying an area in or adjacent to the towns which is suitable for permanent homes; permitting the land to be subdivided, and streets, sidewalks, utilities, and power lines to be built. Two or three mobile homes could be replaced by permanent housing. Without adequate land use control, however, this type of phasing of uses would be difficult to achieve.

* Reinforce the downtown areas. Regional business and office uses should be encouraged to locate in the downtown areas and development of shopping centers in outlying areas should be prohibited, although convenience stores and highway-oriented commercial uses might be permitted to locate outside the downtown areas.

  This pattern will help to maintain the downtown areas as the social, governmental, financial, office and retail centers of the communities and help to give them strong identity. There will not be enough growth in the area to justify a shopping center in competition with the downtown businesses. If one is built, both areas will end up with marginal uses and neither will be able to justify the amenities needed to make the areas attractive to shoppers and other users. The downtown, as a strong center, is an excellent focal point for bringing the people of the community together.

* Emphasize the concentration of shopping, lodging, government offices, financial institutions, professional offices, restaurants and library in Scobey. It is desirable to have a variety of activities -- both day and night -- in the area to justify the public and private investments that have been made in the area. Concentration of activities can help to support additional improvements in the area, where there is ample room for filling in.

  If land speculation occurs, local powers may have to be used to make land available for redevelopment; otherwise, the entire downtown concept will be jeopardized and a new outlying center could become a necessity. If the town only permits certain kinds of development to take place downtown, the landowners there will gain -- in return they should have the responsibility of improving the area and not discouraging desirable new facilities by arbitrarily inflating rentals or land costs.

PLANNING FOR FACILITIES AND SERVICES

Based upon the anticipated impact, the information generated by the citizen task forces (particularly the task force concerned with governmental resources and capabilities), the Comprehensive Plan (which should have considered the physical capabilities of the utility systems, schools, parks, streets, natural areas, etc.), and the preliminary priorities which have been established, the community should begin developing plans for the various physical systems and for governmental services which will be required.

Initially, the community should decide which facilities are needed first and which ones can be delayed until after the population growth begins. Water and sewer service are obvious needs before any housing can be provided. Schools, parks, and fire stations can wait and occur when the housing is constructed. Mental health and other social programs can be planned for but not activated until the new population has arrived.

To insure that growth occurs where and when the community wants it to occur, the basic services must be supplied where and when they are needed. The basic services -- water and sewer facilities -- have the longest lead time between identification of the need, securing of financing, design of the facilities, and actual construction.

The communities should begin by:

- Completing the basic studies (with industry, federal or state assistance and technical support): where the facilities should be located, what is the necessary size, what the design will be, and how the facilities can be financed. No commitment to actual construction will be necessary until the potash companies make their commitment to proceed.

  There is no need at this time to add facilities; however, the communities should be ready. They should pin down financial resources, determine how quickly financing can be obtained, find out what paperwork is necessary, etc.

- Keying the approval of zoning or construction permits for the potash operations to that point in time when the influx of workers can be accommodated.

Although the present water storage facilities are inadequate due to the hot, dry weather, the present utilities may have some ability in the near future to handle minor increases in use -- maybe enough to permit the first phases of construction to occur. If additions are necessary, however, both the utilities should be ready for use before the arrival of the people to be served.

Functional planning should begin for those facilities that can be developed while growth is occurrring; i.e., local street improvements or construction, added school facilities and police and fire protection, solid waste disposal facilities, etc.

These facilities need not be totally developed before the new population arrives. However, planning for these services and facilities should begin well in advance of the new growth, in order to insure that the facilities and services will be available when they are needed. Construction of facilities and addition of personnel can begin before the new people come into the area, and continue as the population increases.

General planning -- not in detail -- should begin for those facilities and services which need not be put into operation until after the population arrives (e.g., parks and recreation facilities, social services, additional library facilities, social services, additional library facilities, etc.).

Details and actual development of these facilities will depend in large part upon the actual needs and desires of the new population -- factors that usually cannot be determined before the growth occurs.

In planning for facilities and services, Table V-2 should be used as a reference.

In planning for the facilities which Table III-2 indicates will be necessary (or which the task forces identify as needed), the community should look first at the land and factilities requirements for the operations phase -- these land and facilities needs will be of a permanent nature, but will be needed for both phases of the development. Then the needs for the temporary construction phase should be considered, and possible adjustment or compromises weighed. For example, the total land requirements for school facilities in the construction phase are 16 acres more than the requirements for such facilities in the operations phase. Thought might be given to acquiring this land to meet most of the permanent needs for park land (total requirement 19 acres), and placing temporary classroom facilities on the land during the construction phase. It is questionable whether the total park land needs for the construction phase should be provided for just a few years. Ball fields and activity fields are probably the greatest needs in the construction period. The dual use of school land initially, and park land later, is the type of strategy that the community should consider for other elements as well.

There are other facilities and services which may have to operate in somewhat overcrowded circumstances or in leased space during the construction phase (e.g., police station facilities, library, etc.), in order to avoid overbuilding for the needs of the permanent population. Knowing what to expect and planning accordingly can save many unnecessary expenditures.

Functional planning for other than the basic services and facilities can follow the establishment of priorities and the planning for basic facilities. Functional plans should cover the physical design, location, operation, management, financing, timing of expansions, and interrelationships with other programs or elements, for each separate item (parks, schools, etc.). Each function should have standards which are clearly spelled out governing these items, so that the public, staff, advisory boards and elected officials will know what is proposed. These standards should reflect the Goals and Policies, and further the implementation of them.

Each agency or task force should develop its own functional plans and programs. The policy body responsible for the function should review and adopt the plans; i.e., the school board should review and adopt the school standards and plans, the County Commissioners should review and adopt highway and road standards and plans, etc.

Functional plans and standards should be developed for social services as well as for physical facilities and services. These plans may, however, carry a lower priority than plans for facilities which must be constructed.

All functional plans will not be completed at the same time. The level of detail will vary, depending in part upon the data available and the priorities the community has established. Some programs will be done in detail, while others will only be in generalities. Accept this. Do not feel you have to have all plans completed in great detail before using them; i.e., the highway plan may be fairly simple and merely reflect a few minor changes from the existing system, whereas the water system may be more complicated and take an engineering firm several months to complete or it may have to wait until a following year when utility planning funds can be budgeted. Take what is available and being putting it together to see if there are conflicts with the community goals. Put a price tag on the capital improvement needs (e.g., new section of road, bridge, trunk line, etc.) and estimate the operation costs (e.g., new fire station, sewer plant, etc.

During the process, an attempt should be made to identify where the revenue to build and operate each system is to come from: fees, bond issues, special taxes, government grants, energy impact funds, industry, etc. Some of the sources may be very speculative in the beginning, but all ideas that can be pursued should be listed.

FINANCIAL PLANNING

Financial planning for new physical facilities and for added government services can begin early in the action program. Initial identification of revenue sources need not wait until the comprehensive plan and the physical facilities planning have been completed. Of course, costs will not be known until more detailed planning has been done, but the community should have some idea where the money is coming from -- who will be paying for the growth -- before it begins to budget for capital operations expenditures.

In this initial stage, the community should:

- Investigate sources of outside assistance -- federal and state governments and the industry are the three most logical sources.

- Investigate ways in which developers can finance improvements. Each development should be required, through subdivision or other regulations, to install the basic facilities required by his development: local streets, water and sewer lines, sidewalks, drainage facilities, street lights, and street signs. The developer might also be required to share in the total cost of widening or otherwise improving existing streets and in the cost of providing utility lines which are in excess of the size which would be required without the development. Developers should be required to contribute land and/or cash for the acquisition and development of park and recreation facilities needed to serve the development. Some communities require that the developer plant a minimum number of trees in residential developments. Off-street parking facilities and landscaping are often required in multiple-family, commercial and industrial areas.

- Begin to operate those services which can be operated as self-supporting enterprises as such. Water, sewer and trash removal are three services that fall into this category.

  Plant investment (tap) fees should be collected to pay for the proportionate share of the capital facilities each user requires.

  - Rates should be set to reflect operation, maintenance, and depreciation costs.

- Consider requesting state legislators to sponsor and promote state legislation which will allow a local option sales tax to be adopted.

  We realize that the sales tax is not very popular in many areas, but it is preferable to marginal facilities and services or to raises in property taxes where only property owners pay. Sales tax would collect some revenues from the Canadian dam and power plant workers, tourists, and temporary workers who will not pay property taxes but who use county and city roads, parks, sheriff and police services, government, and social services. In many areas, a portion of the sales tax collected is returned to elderly and low income families, thus removing the adverse effects of this tax on those who are least able to afford it.

A local sales tax will be increasingly justified if a large influx of construction workers occurs. The sales tax is immediately responsive -- it is collected as soon as growth begins -- whereas the property tax collection may not be received for up to 18 months. The demand for services is immediate; therefore, a tax that brings in revenues quickly is important if governmental services are not to fall too far behind.

- Discuss with the county and the school districts the issue of tax distribution, and attempt to develop a possible solution to the problem.

The property tax from the potash plants and mines will accrue to the county and probably to one school district. However, the impact of the developments will be felt most strongly in the towns, and the towns will carry much of the financial burden of the impact. Some equitable manner of sharing the revenue or expenditures should be created. Annual "hat in hand" requests by the have-nots do not work and lead to hostility between the representatives of the various governmental bodies and school boards.

Intergovernmental agreements before the conflicts occur are advisable. A technique frequently discussed, but seldom executed, is for the towns to disincorporate if no relief is received, and allow the county government to assume the provision of all services. However, this is not a desirable solution. Among other disadvantages, this solution creates undesirable competition among formerly incorporated areas; it also removes the decision-making powers farther from the communities where the population is concentrated.

A better approach is for the towns and the county to explore areas where joint operation of facilities or provision of services can be accomplished, based on amicable agreements.

HOUSING

One of the most difficult issues in a rapid growth situation involves meeting the needs for housing. Housing automatically requires many other services in order for it to be something other than merely shelter. For a temporary period of time, minimum shelter is acceptable if there are other activities or amenities available -- parks, entertainment, or work -- some place for people to go in order to avoid the living quarters.

● In preparing for the impact of growth, the community should give some consideration to the following recommendations:

* Explore alternatives to permanent housing.

  Not all housing to accommodate the increased population expected from the potash developments should be permanent. This is especially true for the construction phase, when housing requirements will be greater, and different, from the requirements for permanent housing later on. Mobile homes; temporary dormitories, for single people, which can be moved to another site when the need is no longer there; or apartments which can later to converted to a motel, or vice versa, are some of the answers to the temporary housing needs.

- Adopt minimum standards for temporary housing sites; these standards should be high enough to assure livability of the areas, yet less than the normal permanent requirements so that major expenditures are not needlessly required (e.g., plastic water lines, minimum pavement, etc.)

  Complications arise when water and sewer lines and paved streets need to be provided. But the cost in social problems -- as witnessed in other boom situations, such as in Gillette and Rock Springs, Wyoming, or Grants, New Mexico -- should demonstrate the need for minimum standards which are high enough to avoid the tensions which can result from blowing dust, crowded -- and consequently noisy -- living units, lack of sufficient water supply, health hazards from inadequate septic systems, or a lack of a place -- such as parks -- to escape to with children.

- Require some guarantee that temporary developments will not linger on as marginal permanent housing after the construction phase is over.

- Consider the approach recommended previously of locating mobile homes on lots which can eventually be converted to permanent housing sites.

- Take steps to preserve existing housing.

  The only low cost housing units available are those that already exist. These units should be preserved wherever possible. The community should consider ways to assist the elderly and low income families with rehabilitation programs to keep existing units in good condition.

* Work with the potash companies in an effort to obtain sufficient mortgage money. Contact other areas to find out what has worked for them and what hasn't.

  The risk factor is the biggest problem in attracting mortgage money into boom situations. The potash companies may be the only ones capable of overcoming this problem. There may be other communities that have solved the problem; Colstrip, Montana, and the Wyoming Development Corporation in Wheatland, Wyoming, may be of some assistance.

* Consider the use of prefabricated housing.

  Finding contractors or subcontractors capable of providing the amount of housing needed may be difficult. Prehab housing that requires a minimum of skilled labor is one answer.

* Tie approval of zoning for industrial development to resolution of the housing problem.

  This is an area which local government cannot solve by itself. The problem must be resolved before it occurs. Once development starts, it is too late. People will accommodate themselves, but often to the detriment of other residents of the community.

* The community should investigate the possibility of taking a "cooperative" approach (as is done with grain elevators, telephone and power systems) toward providing the necessary land to developers at a reasonable price.

  Land speculation is almost always a by-product of rapid growth situations. When it occurs, it is a major factor in discouraging better development to occur in appropriate locations; it nearly always leads to scattering of development into the rural areas where land prices are lower and to unreasonably inflated housing prices. Some strategy must be devised and used to avoid these effects.

GOVERNMENTAL MANAGEMENT

Proper management is the key factor in the efficient and effective provision of services. Good management is critical, particularly under a rapid growth situation, if a community is to avoid building long-range problems into the system when, due to "necessity," quick decisions are made just to keep things moving.

Management implies decisions on the philosophy and methods of funding the services, operational decisions, coordination with other community decisions, planning for expansion and improvements to the system, development of standards and policies, organizational decisions (e.g., in-house versus consultant staffing), timing and priorities for expansions, and fixing of responsibilities.

Many urban services (see Table V-2, Urban Service Characteristics) can be operated by entities other than general purpose governments; for example, water or sewer districts, recreation districts, private trash haulers, fire districts, private or nonprofit hospitals and ambulance service. Sometimes local government contracts for these services; sometimes the users contract directly with the district or other agency providing the service. As a community grows in size, it is preferable to bring as many of these public services as possible under the control of the general purpose government, through direct provision of the service, a contract, or a license or franchise. This provides a safeguard for the citizens while still permitting private enterprise to serve where it can do so profitably. Without such a safeguard, some residents of the community could be excluded from receiving an essential service or using an essential facility, or, because of a monopoly, residents could be paying higher costs than are justified. In smaller communities like those in Daniels County, services are usually provided by a combination of these techniques.

The following recommendations may help Scobey and the other communities in the county to prepare for the expanded role that local governments will play in dealing with the impacts of growth resulting from the potash developments. Each of the recommendations should be tailored to fit the desires and needs of the community and the capabilities of the city government. More in depth discussions of each can be found in the Action Handbook.

* Those services that can be operated as enterprises separate from, but under the control of, general government activities should be operated that way.

Water, sewer, and solid waste disposal services are the prime candidates for this approach. Parks, recreation, and drainage are candidates for a partial use of this approach. These services can and should be run like businesses. Capital costs and operation and maintenance costs should be collected in direct proportion to the need for and benefit from the service. Funds should be accounted for separate from the general fund. No general funds should be used to subsidize utility rates, nor should utility funds be used to subsidize the general fund. However, payment for services received, (e.g., office space, equipment use, management) are legitimate expenses for which the utilities should compensate the general purpose government. A "plant investment fee" should be charged for the individual user's proportionate share of the operation and maintenance costs. This approach maximuzes the philosophy of new growth paying its own way.

* Be responsive to the desires and concerns of the residents. They are the ones for whom the services are provided. Seek their input and continually monitor the services to be sure the users are receiving the best service possible. It is very easy to be comfortable and assume the services are being provided efficiently. Deliberate measures of performance should be used to make sure the "best" is always sought after in providing public services.

* Continue to use and plan for facilities jointly with other agencies or groups, such as the schools or churches.

  This will insure that the best possible use is made of existing facilities and services and the taxpayers' dollars, and avoid duplication of services and higher costs.

* Keep good records of users, amount of services, costs, problems, and development.

  This allows the government and the citizens to know how the money is being spent, who is receiving the benefits, what needs to be improved upon, and what adjustments may be necessary in services provided or in rates being charged.

* Fix clear lines of responsibility for policy decisions and staff operations.

  The City Council should have the responsibility for setting policy, but should delegate to the city administrative staff the authority and responsibility for carrying out the policies. The city staff and the citizens of the community need to know where the responsibilities lie and who is accountable.

* Each service should be tied to and reinforce the community goals and policies and programs.

* A five-year capital improvements program should be adopted. Capital improvements must be coordinated to avoid patch-work results, such as the classic example where streets are paved one year and then torn up the next year for installation of utility lines. A capital improvements program can avoid such occurances and provide a coordinating tool.

* "Empire building" by individual departments or agencies should not be tolerated.

There is not a problem in Scobey now because of the small city staff; however, it is always a danger if growth occurs and each department or agency begins to consider itself as the most important function in the community or acts with tunnel vision considering only their task.

* Plan for expansion and maintenance by programming services for logical growth.

This will permit advance acquisition of, or obtaining options on, key parcels of land; a target for funding; and direction for policy makers and developers. The planning for services should be tied to key benchmarks, such as when a percent of capacity of the system being used is reached (e.g., when the sewer plant is at 85% of its design capacity, start design on the addition; when 90% capacity is reached, be under construction) or when a certain population size is reached. These thresholds should be anticipated and planned responses considered before the thresholds are reached. Community desires may alter the planning by demanding a facility before it would normally be provided. (For example, an indoor swimming pool may be so popular that the citizens are willing to have an additional tax levied to finance one.) A regular program of soliciting citizen response at to what they perceive as community needs can perform a role that humanizes the use of adopted standards for service.

* A definite program of funding operation and maintenance costs should be adopted when the initial decision to build a facility is made.

Maintenance and operation of facilities is frequently overlooked when initial construction is contemplated. No new facility should be considered purely on the basis of its capital costs. Capital costs are often only a fraction of the total cost of providing a facility or service. Operation requires manpower, resources and material -- make sure these inevitable costs are anticipated before committing to additional capital facilities.

* Record keeping should be kept simple and up to date.

The accounting system is the foundation. Detailed knowledge of how much money is coming in and being spent, its source, and when it is due or must be paid is critical.

* Receivables should be billed and collected promptly.

- Excess funds in the public coffers for even relatively short periods of time should be invested.

  Checking accounts with large balances do nothing for the community. Interest should be earned whenever possible, and maximized through the careful choice of investments and maturities. (See Section VIII of the Action Handbook.)

- Create standards of service and performance.

  These are the targets to shoot for and to guide the provision of public services. Legislative bodies, advisory boards, developers, citizens and staff will all know how to judge the performance of a service. Levels of service can be tied to funding and the effect of increasing or decreasing funding can be measured.

- Establish clear policies on extension of services.

  A service area should be defined, and conditions under which applicants may receive service stated -- who pays and when. The community should not get itself into a position of financing development unless it is a special case where the community wishes to encourage the development in a given area. Logical service extensions should be encouraged, as opposed to leap-frogging of development, which is a costly pattern of growth where provisions of public services is concerned.

- The city should consider the use of consultants or technical assistance from the state in lieu of developing a staff which is capable of serving the large, but short-term, construction work force.

Before hiring a consultant, the community should know what it wants and then make sure the consultant is producing a workable program. Check with other communities that have used the consultant to see if the consultant is responsive and sensitive to local needs while still doing a professional job. Know what you need from a consultant and then hold them to the intent (versus the letter) of the contract.

* "Farm out" tasks that are of short duration or where the cost of having the job is less than maintaining a permanent staff to do it.

Trash hauling, snow removal, paving projects, are examples of the type of jobs that can be done by private business under contract with the government.

* Set priorities.

This recommendation is repeated here because of its importance in any management program. A five-year capital improvements program will permit a logical approach to planning for and financing needed facilities. Integrating all of the community's needs into a program which reflects priorities will avoid costly oversights and permit greater confidence that the facilities will be available where and when they are needed.

FOLLOWING UP

The Community Impact Committee and the task forces can complete their initial work, and base maps can be made, before the potash companies have made firm commitments to development plans. Most of the recommended action steps can be undertaken based on the underlying assumption that the potash developments will go ahead. Development of Goals and Policies and the Comprehensive Plan on the basis of these Goals and Policies can occur, and initial planning for basic services can be started. By the time these are completed, the companies may have made their commitments to proceed and the community will know where it stands and be ready to take the next steps.

The development and adoption of land use regulations by the County may have to be postponed. Unless all the citizens of the County are well informed as to the potential impacts and the effects that new development can have on the County in the absence of land use regulations, adoption could be stymied by the state law prohibiting enactment of zoning regulations if 40% of the residents petition in opposition.

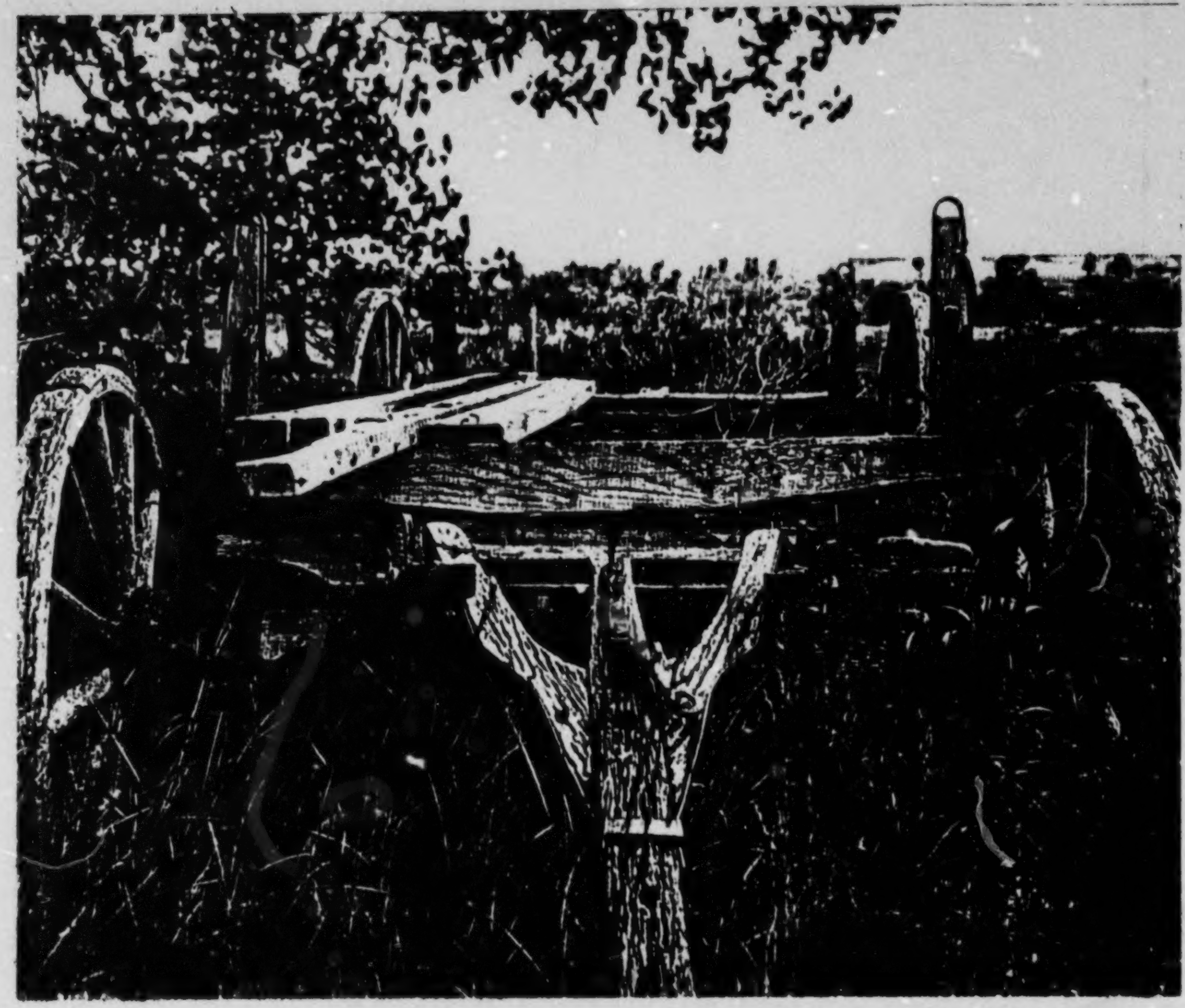
Actual construction of the necessary basic facilities may also have to be delayed until funds can be obtained, particularly if the potash companies are being considered as sources of financial assistance.

Once the companies have made their commitments, however, the City of Scobey and Daniels County must be ready to meet the challenge. The citizens must be kept informed and involved, even after the development has begun. The community must maintain communications with the potash companies and be aware of new plans and developments.

The recommended action programs which have been undertaken should be continually reviewed and evaluated to determine if they are doing the job for which they were intended and meeting the community goals. The community must stay on top of the developments which are occurring to make sure that programs are working, processes are operating smoothly, and problems are being solved. If they are not, do not hesitate to make the changes which are necessary.

The attitude in the community should be monitored from beginning to end. Attitudes of existing residents may change over time as the effects of the new development becomes evident. New residents will undoubtedly bring new attitudes to the community -- some of which will be at odds with those of the longtime residents; these attitudes must also be taken into account and problems resolved or differences accommodated.

The citizens and community leaders in Scobey and Daniels County are now aware that there are impending problems as well as opportunities from the potash developments. Through the community impact management process and the subsequent actions, they will become even more cognizant of the situation and what must be done if the communities in the county are to retain their quality of life and not be swallowed up by events beyond their control. In following up, they will be able to keep tabs on what is happening and to anticipate problems in advance so they can be solved.



A Goals + Policies

A
GOALS AND POLICIES

NATURAL ENVIRONMENT AND RESOURCES

Scobey and Daniels County are characterized and dominated by the wide open wheat fields of the northern Great Plains. The natural environment and agricultural resources of the area have played the major part in shaping the economy and way of life of the town and surrounding rural areas. It is a goal of the area to preserve and protect its natural environment and resources, maintain its agricultural resources, and preserve those fragile natural areas and features which are important elements in the present character of the area, while allowing new growth and development to occur.

In order to achieve this goal, the area should adopt and implement policies which:

- Protect prime agricultural lands (particularly irrigated lands) from development, and direct future non-agricultural open space uses toward less productive areas.
- Prohibit residential, commerical or industrial development in natural hazard areas: flood plains, unstable geological areas, etc.
- Preserve unique and sensitive or critical natural areas: resevoirs, creeks and rivers, unique natural areas, unique scenic areas, wildlife habitats, and aquifer recharge areas.
- Minimize or eliminate potential negative effects on air and water resources from any proposed commercial, mining or industrial use.
- Encourage both the County and the various Towns to adopt policies to preserve the natural environment and prime agricultural lands.

COMMUNITY CHARACTER AND DEVELOPMENT

Scobey has a distinct and pleasant atmosphere of small town friendliness and a quality of life which provides its citizens with a sense of place which is often lacking in larger communities. A primary community goal is to maintain and improve this community attitude and cohesive character as new growth occurs. Development should occur within a framework that is in keeping with the existing community character, which balances growth and development with the need to preserve the agricultural economy and way of life, and which avoids negative social, economic and environmental effects on the community.

Policies which aid in achieving this goal include:

- Allowing new growth to occur in a logical manner and only where urban services (water, sewers, fire protection, streets, etc.) can be efficiently and economically extended in or adjacent to existing communities rather than permitting development to occur in a random and haphazard manner throughout the rural areas.
- Coordination of all policies dealing with the issues created by growth (i.e., utility extensions, land use, town vs. rural needs and costs, annexations, fringe area development and subdivision controls).
- Definition of a service area for Scobey and the other towns in the County based upon their existing and future ability to provide needed services to new development.
- Encouraging the county to support the service area principle and to preserve the areas outside the service area in an open and productive rural character.
- Encouraging new growth to occur only at a rate which is consistent with the capacities of the towns to provide necessary public facilities, utilities and services.
- Discouraging the formation of special purpose districts within the County unless the creation and control of the district is by the City or Town Councils.
- Encouraging the use of vacant areas within the town's boundaries before approving new development on the periphery.
- Encouraging annexation of land to the town before it is developed.
- Provision of adequate methods for land use and development control through subdivision, zoning, and building codes.

- Develop a program whereby new development will build, or pay for its fair share of providing public services needed as a result of the added growth (i.e., water, sewers, streets and parks).

ECONOMY

Scobey and Daniels County's agriculturally based economy has been sufficient to sustain the area in the past, but it has not provided expanding opportunities for many of the community's young people to be able to remain in the area. The introduction into the regional economy of power generation and potential mineral extraction activities will add some degree of diversification and growth in the area's economy. On the other hand, the characteristics of these energy-related and mining activities often are such that the stability and continued health of a local economy are threatened by the boom-bust cycle which has occurred so often in the past in Montana and throughout the West.

It is a major goal of the area to maintain its strong agricultural base, while allowing for the development of other industries. The agricultural base provides stability to the economy of the area after the initial growth of mining has occurred. Diversity is to be desired in the local community and should be encouraged.

Efforts to achieve this goal should include adoption and implementation of policies which:

- Encourage the development of economic activities which will aid in leveling out the potential boom-bust cycle from mining as well as agriculture.
- Encourage location in the community of business and industry which will provide job opportunities for local residents.
- Encourage business and industry to locate within or annex to the towns, in order to stabilize the tax base and pay for the added population service demands.
- Encourage new development of all types to pay for its fair share of the municipal capital costs which are a direct result of the development (i.e., sewers, water, parks and streets).
- Develop revenue sources which will keep pace with the demands of growth and inflation, but will not place an undue burden on the elderly or families with low or fixed incomes.

GOVERNMENT

The ability of local governments to provide the necessary management, services and facilities to cope with a community's growth depends to a great extent on the attitude, support and acceptance of the citizens for such efforts. A fundamental goal of the local governments is to meet the challenge of growth while at the same time respecting the desires and rights of the current residents of Scobey as well as the newcomers.

Public policies aimed at achieving this goal should include:

- Continuing encouragement and solicitation of citizen participation and involvement in public decision making and problem solving.
- Encouragement of continuing cooperation with and among other governmental bodies -- County, Regional Agencies, School District, Indian Tribal Governments, State, Federal, as well as Canadian National and Provincial Governments -- toward common goals.
- Improvement of the capacity and ability of local governments to deal with the impacts of growth on the community.
- Development of a capital improvements plan and priorities for providing new and/or expanded public facilities to meet the needs of the community.
- Establishment of priorities for government spending for service and facilities so that common community goals can be realized.
- Coordination of the policies and actions of local governments in the effort to achieve the community's goals; each policy or action should support the common goals.
- Maintenance of maximum local control over revenue sources, while taking advantage of outside funding sources (private, state, and Federal) to cope with the needs of growth.
- Provision of efficient and effective delivery of public services.

RESIDENTIAL DEVELOPMENT

When rapid growth occurs in a community, it often brings with it a major shortage of decent housing together with a significant rise in the price of both new and existing housing. When the initial growth boom is due in part to a large influx of construction workers, many of whom may not remain in the area beyond the initial construction period, the immediate housing problem is often solved by the use of mobile homes, which add a different dimension to the housing problem.

Residential developments in rapidly-growing areas frequently occur without adequate attention being given to developing a sense of neighborhood character and pride, providing a choice of housing types, and accommodating the needs of lower-income families. The rise in housing prices contributes to the difficulties faced by existing residents with low and/or fixed incomes who find themselves priced out of the market and forced into conditions which are unhealthy, unsafe, and unattractive.

It is a primary goal of the area to insure an adequate supply of housing that satisfies the needs and desires of all ages and income groups in the community, which offers an attractive living environment, which contributes to neighborhood and community pride, and which fosters interchange between new and long-time residents.

In order to achieve this goal, the local governments should adopt and implement policies which:

- Encourage maximum variety in types and prices of housing.
- Insure an adequate supply of decent housing for elderly and lower-income residents at prices they can afford.
- Support the maintenance of existing neighborhoods.
- Encourage maximum compatibility among different types of housing.
- Promote good design development requirements (street improvements, utilities, spacing, density, etc.) and a pleasant and healthy environment in mobile home parks, including protection of mobile home parks from other uses which will detract from their liveability.
- Require impacting industries to make provision for housing for their construction workers with the plans of the area's governments.

TRANSPORTATION/CIRCULATION

The Scobey area's existence depends primarily on the automobile; if and when railroad passenger transportation again becomes available to the area, it will only supplement, but not replace, the automobile as the primary method of transportation. Construction of power generation facilities and mining activities in outlying areas will significantly increase traffic into, out of, and through the community. It is a goal of the area to insure that roads and highways in the County and the towns are capable of handling the increase in traffic without disrupting the communities and causing congestion, problems of safety, increased costs to existing users and conflicts with farm-to-market travel patterns.

In order to achieve this goal, policies should be adopted and implemented which:

- Improve the maintenance of existing roads.
- Insure that secondary and state roads can handle both present and future demands.
- Provide for adequate road capacity to serve both current and future needs as new development occurs.
- Anticipate possible conflicts between rail and automobile traffic and provide for solution of problems before they occur.
- Require impacting industries' participation, if state or federal funding is unavailable, to improve key roads that will be in need of upgrading.

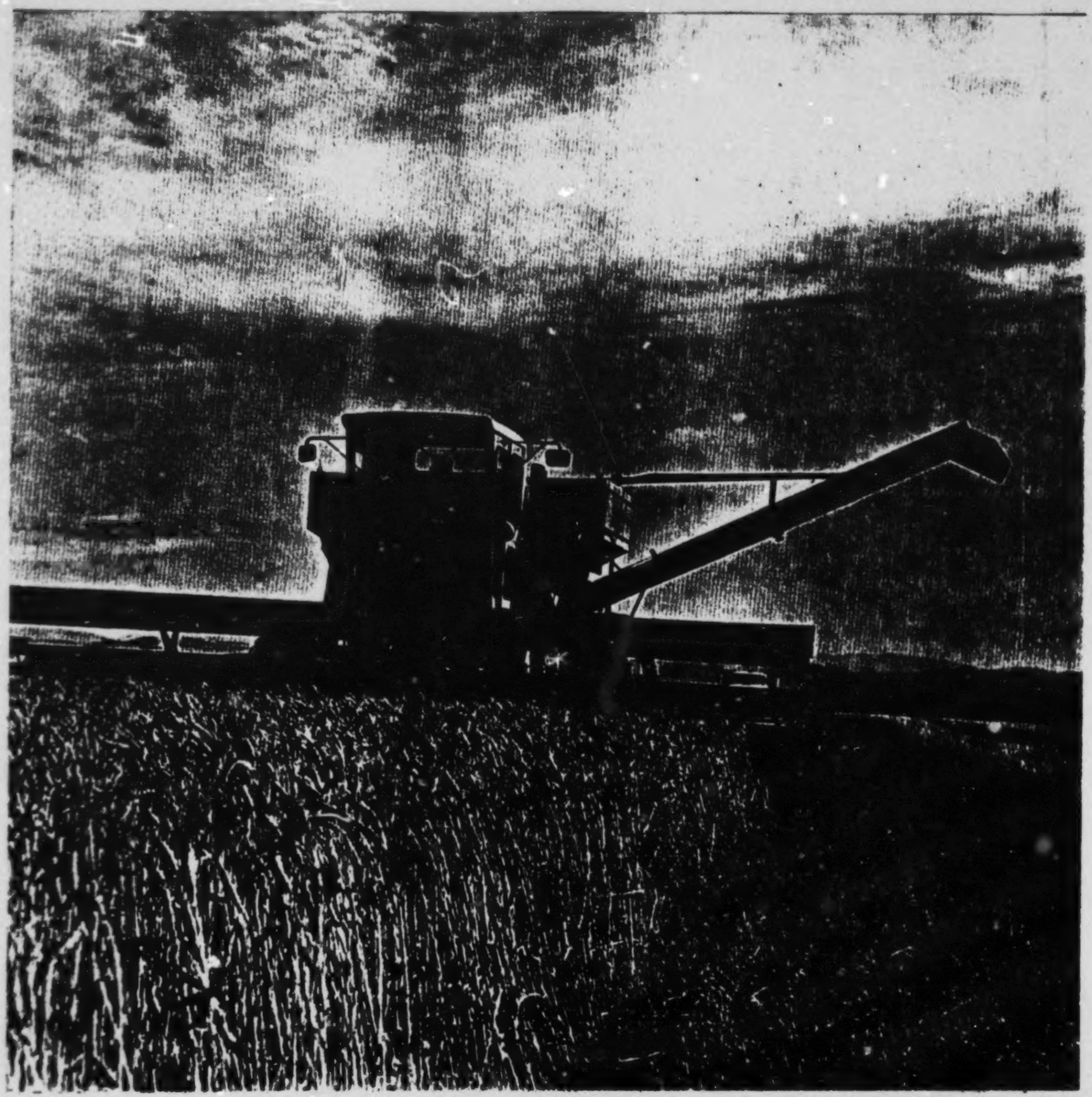
COMMUNITY RESOURCES AND SERVICES

Towns such as Scobey and others in Daniels County which have had fairly stable and homogeneous populations have usually been able to keep in touch with and satisfy most of the needs of their residents for social, educational, recreational, cultural and other human services. As the community expands and grows, new needs and opportunities will become evident. New residents often bring with them both greater needs and desires and higher expectations for such services, as well as the potential to contribute to the development and success of programs and services. Furthermore, these community services and resources can often provide a much-needed means of integrating newcomers into a community.

It is the goal of the community to continue to develop its social, cultural, educational, recreational and other human resources in such a manner as to benefit all its citizens.

In an effort to achieve this goal, the area should adopt and implement policies which:

- Promote and support the development and expansion of activities and opportunities for the youth of the community.
- Encourage the provision of expanded services for senior citizens and opportunities for seniors to participate in the community.
- Encourage the planning, development and maintenance of high levels of medical services to meet the needs of all residents.
- Provide adequate parks and recreational resources and activities to meet the needs and desires of all ages and interest groups.
- Promote and support the development of adequate educational resources for residents of all ages, interests and abilities.
- Encourage the cooperation and support of other governmental and private agencies in the provision of needed human services.
- Encourage programs to welcome and integrate new residents into the community and assist them in adapting to the living patterns of the area.



B Task Force Programs

B
TASK FORCE PROGRAMS

TASK FORCE
NATURAL ENVIRONMENT AND RESOURCES

1 CONDUCT AN INVENTORY OF THE CURRENT SITUATION, INCLUDING AT LEAST THE FOLLOWING ELEMENTS:

- Agricultural resources
- Mineral resources
- Natural hazard areas
- Water resources, quality and drainage areas
- Scenic views and settings
- Wildlife habitats
- Soils
- Vegetation
- Topography

2 EVALUATE TRENDS AND POTENTIAL IMPACTS

- Determine what has been occurring with respect to the natural environment -- areas being lost to development, preservation actions, current problems, etc.
- Determine potential impacts from proposed development upon the environment, both directly from the energy development and indirectly from population growth.

3 DETERMINE ISSUES THAT DESCRIBE PRESENT PROBLEMS, POTENTIAL IMPACTS AND DESIRABLE FUTURE COURSES OF ACTION WHICH INCLUDE AT LEAST THE FOLLOWING:

- What is the nature of the natural environment in which your community is located? (Soil types, topography, climate, water resources, and quality, etc.)
- Does your community have any natural advantages such as wildlife habitats, rivers and streams, trees, historical sites, scenic views, open space, prime agriculture land, etc. that should be preserved or enhanced?
- Are there natural conditions such as unstable soil, high water tables, mineral resource areas, natural hazard areas (flood plains, slopes, areas susceptible to subsidence, etc.) that should be avoided?

- If future development is to occur, where should this take place to avoid hazard areas and natural areas that should be preserved?
- What laws, policies and programs does the community have related to the natural environment and resources?

4 DEVELOP A BASE MAP OF YOUR COMMUNITY WITH OVERLAYS SHOWING THE DISTRIBUTION OF THE VARIOUS NATURAL ENVIRONMENT FEAUTURES, RESOURCES AND HAZARDOUS AREAS

5 WRITE A NARRATIVE DESCRIBING THE DETAILS OF ENVIRONMENT FEATURES, RESOURCES AND HAZARDS IN YOUR COMMUNITY THAT ARE OF PRIMARY CONCERN, AND RECOMMENDED COURSES OF ACTION IN THESE AREAS RELATED TO THE GOALS AND POLICIES

6 DEVELOP PRELIMINARY GOALS AND POLICIES BASED ON THE INVENTORY AND COMMUNITY NEEDS WHICH WILL:

- Protect unique, sensitive and critical natural areas
- Minimize adverse environmental impacts of all types of development
- Encourage efficient use of non-renewable resources
- Avoid development in areas of natural hazards

● RESOURCES

- Federal agencies, e.g., U.S. Geological Survey, Soil Conservation Service, Environmental Protection Agency, Energy Research and Development Association, Department of Housing and Urban Development, Bureau of Outdoor Recreation and the Federal Energy Administration
- State agencies
- Regional planning programs
- County Extension Services
- Universities
- Environmental organizations
- Observation
- Studies
  - Multi-state planning programs
  - Old West and Four Corners Regional Commissions
  - 208 waste water programs
  - Transportation studies
  - Consultants' reports and energy company's impact analyses

TASK FORCE
COMMUNITY CHARACTER AND DEVELOPMENT

1 CONDUCT AN INVENTORY OF THE CURRENT SITUATION INCLUDING AT LEAST THE FOLLOWING ELEMENTS:

- Population and historical development of the community, including population, income, age and sex characteristics, etc.
- Physical character of the man-made community; buildings, roads, parks, etc.
- Unique community characteristics; such as, historical sites, building styles, and local traditions
- Patterns of physical community growth, including subdivision activity, building permits, and annexations

2 EVALUATE TRENDS AND POTENTIAL IMPACTS

- Population trends and changes
- What potential impacts would new development have on the character of the community?
- What development trends have occurred; i.e., location of building activity, styles, types, etc.?
- Has development been in harmony with town character; i.e., design and architecture?

3 EXAMINE ISSUES RELATED TO COMMUNITY CHARACTER, INCLUDING, BUT NOT LIMITED TO, THE FOLLOWING:

- What are the distinctive physical and human features of your community?
- What physical and human features of your community should be preserved or enhanced; i.e., smallness, neighborliness, historic sites, architecture?
- Where and how should future physical development occur and how should the new growth be related to the present community; i.e., renovation, redevelopment, areas to be "filled-in," annexation, etc.?
- What should be the character (style) of future physical development?
- What laws, policies and programs related to community development does the community have? Are they adequate?

  Note: Include information from the "natural environment and resources," "housing," and "land use" task forces

4 DEVELOP A MAP OF THE COMMUNITY SHOWING PATTERNS OF PHYSICAL GROWTH AND EXPANSION OVER THE YEARS

5 DEVELOP PRELIMINARY GOALS AND POLICIES BASED ON THE INVENTORY AND ISSUES AND COMMUNITY NEEDS WHICH:

- Protect or enhance past and present human and physical characteristics and traditions.
- Guide the orderly and systematic physical growth of the community, i.e, contiguous growth, annexation policy, extension of services, etc.
- Establish the desirable direction of growth.
- Encourage or require new growth to pay its fair share of new public facility costs.

6 WRITE A BRIEF HISTORY OF YOUR COMMUNITY, DESCRIBING BOTH ITS PEOPLE AND PHYSICAL CHARACTERISTICS OVER THE YEARS

7 DEVELOP A SLIDE SHOW OF COMMUNITY CHARACTER, HISTORY AND TRENDS

8 ILLUSTRATE THROUGH PHOTOS AND/OR SKETCHES THE COMMUNITY'S BUILDING STYLES, AND AREAS TO BE PRESERVED AND ENHANCED

9 WRITE A REPORT WHICH EXAMINES VARIOUS GROWTH AND DEVELOPMENT ALTERNATIVES RELATED TO THE GOALS AND POLICIES (WITH INPUT FROM OTHER TASK FORCES)

- RESOURCES
  - Federal - Department of Housing and Urban Development
  - State Agencies
  - Local
    - Library
    - Observation
  - County - Planning and Building Departments
  - City - Planning and Building Departments
  - University, college classes
  - Organizations
    - Urban Land Institute
    - American Institute of Planners
    - American Society of Planning Officials
    - Universities

- Studies
  - 208 waste water programs
  - Transportation studies
  - Regional planning programs
  - Multi-state planning studies
  - Local (Utilize college and high school students)

TASK FORCE
ECONOMY AND EMPLOYMENT

1 CONDUCT AN INVENTORY OF THE CURRENT SITUATION; ELEMENTS SHOULD AT LEAST INCLUDE:

- Number and types of industries, and number of employees for each type.
- Number and types of wholesale and retail businesses, and number of employees for each type.
- Number, types and employees of ranches and agricultural enterprises.
- Number and types of governmental services and number of employees.
- Number and types of professional and service people (architects, doctors, lawyers).
- Number and skills of unemployed people in the community.
- Number of regional high school students and young adults.
- Number and types of welfare cases in the community.
- Per capita and median family income.
- Income distribution.
- Wage levels for major industries.

2 EVALUATE TRENDS AND POTENTIAL IMPACTS

- Determine what trends and patterns have developed; have there been major employment shifts? Have new industries come into the area?
- Analyze what impacts major development have upon existing employment characteristics and employees.

3 DETERMINE ISSUES RELATED TO THE ECONOMY AND EMPLOYMENT WHICH AT LEAST DEAL WITH THE FOLLOWING:

- What are the major employment opportunities in the community (agriculture, tourism, mining, manufacturing, government, etc.)?
- Does the community have a secure economy, offering sufficient employment opportunities to its population; i.e., women, the you and elderly? Is it subject to large swings?
- If there is unemployment or underemployment; why is this the case?
- Are there people leaving or coming to the community for economic reasons? If so, why? Where have recent high school graduates gone? Would they have stayed if jobs existed?

- What are realistic opportunities to change the economic base based on resources, location, transportation, labor pool, etc.?
- What economic opportunities exist in the community that are not being realized?
- What kinds of jobs and/or training is needed in the community to more fully utilize opportunities that may develop as a result of the energy development?
- Does the community want to promote additional economic growth?
- How do local codes, taxes and policies affect the local economy and employment?

4 DEVELOP PRELIMINARY GOALS AND POLICIES BASED UPON THE INVENTORY, TRENDS, AND ISSUES WHICH WILL:

- Protect and enhance the economic stability of the community.
- Provide for long range economic security for the community's entire population.
- Provide adequate employment opportunities for all segments of the population.
- Meet the needs of the disadvantaged.

5 DEVELOP A REPORT INCLUDING CHARTS AND GRAPHS WHICH DEAL WITH ECONOMIC NEEDS AND GOALS

● RESOURCES

- Federal - U.S. Department of Labor
  - U.S. Department of Commerce, Bureau of the Census
- State - Division of Employment/Labor
  - Department of Revenue
- County - Extension Office
  - Welfare Department
- Local - Chamber of Commerce
  - School Districts
- Other - University Department and Research Bureaus,
  - Surveys by high school students (college students, too)
  - Regional Planning Programs
  - Multi-State Planning Projects
  - Consultant's reports and impact analyses

TASK FORCE
GOVERNMENT RESOURCES AND SERVICES

1 CONDUCT AN INVENTORY OF THE CURRENT SITUATION WHICH WOULD INCLUDE AT LEAST THE FOLLOWING ELEMENTS:

- Current tax and revenue sources of local governments
- Projected tax base and revenue sources
- Intergovernmental relations
- Local codes and programs
- Local government personnel and organization
- Citizen groups
- Public facilities and services; e.g., community buildings, schools, parks and recreation, libraries, medical, police and fire protection, solid waste, airports, streets, etc.
- Utilities, e.g., water, sewer and storm drainage capacities

Note: Include input from "land use" and "community resources and services" task force.

2 EVALUATE TRENDS AND POTENTIAL IMPACTS

- Examine recent trends and actions.
- Determine potential impacts from development, both directly from energy activities and indirectly from population growth associated with energy development.

3 DETERMINE ISSUES RELATED TO GOVERNMENT WHICH INCLUDE AT LEAST THE FOLLOWING:

- What are the major sources of local government taxes and revenues?
- What are the current and projected administrative costs of local government?
- Are the tax base and sources of local government revenues increasing or declining?
- To what extent are taxes and sources of government revenues proportionate to the demand for facilities and service both now and projected into the future?
- What does the picture of local government financial resources versus expenditures look like for the near future?
- Under state laws are all sources available to the local government being utilized, e.g., sales tax?
- Are public facilities presently adequate? Will they be with growth?

- What area can the utilities sytems serve efficiently? Economically?
- Are utilities adequate to meet future community needs?
- Are local codes and regulations adequate to meet future needs?
- Is there cooperation among local government units, counties, the state, the federal government and special districts?
- Could local residents be given a more meaningful role in the decision making process?
- Is local government structured, organized and staffed to meet current and future problems?

Note: Input from other task forces is essential for this group to do its job.

4 DEVELOP PRELIMINARY GOALS AND POLICIES, BASED ON THE INVENTORY, COMMUNITY NEEDS AND TRENDS WHICH:

- Encourage cooperation among other government bodies.
- Encourage meaningful citizen involvement.
- Maintain maximum local control over revenue sources.
- Improve the capacity of local government to control development impacts
- Assure adequate revenue to support local government needs.
- Encourage efficient provision and delivery of public services.
- Recommend development of a capital improvements program.
- Establish government spending priorities

5 DEVELOP A REPORT ON GOVERNMENT PROBLEMS AND NEEDS RELATING TO THE GOALS AND POLICIES

6 ESTABLISH LIAISONS WITH OTHER GOVERNMENTS AND DISTRICTS

7 PRODUCE LIST OF AVAILABLE RESOURCES AND FUNDS

8 DEVELOP MAPS OF WATER, SEWER AND STORM SEWER LINES, INCLUDING SIZES, AND PLANNED OR NEEDED EXTENSIONS, AND PROPOSED SERVICE AREAS

- RESOURCES
    - Federal Agencies
        - Farmers Home Administration
        - Department of Housing and Urban Development
        - Economic Development Administration
    - State agencies
    - Regional organizations
    - County Governments
    - Special Districts
    - University departments and research bureaus
    - Studies
    - Observation

TASK FORCE
LAND USE

1 CONDUCT AN INVENTORY OF THE CURRENT SITUATION INCLUDING, BUT NOT LIMITED TO THE FOLLOWING ELEMENTS:

- Commercial areas, including floor area, uses by zone, vacant land and buildings, building condition, retail sales trends, property tax, architecture, circulation, downtown versus other commercial areas, etc.
- Industrial areas, including employment, land uses, vacant land, etc.
- Parks, recreation, and open space including area, facilities, use by type of group, location (with input from "natural environment and resources" task force and "community resources and services task force)."
- Other public or semi-public areas including public buildings, schools, churches, etc.
- Residential land use, including delineation of neighborhoods (if applicable), land use including vacant land,(with input from "housing" task force).

2 EVALUATE TRENDS AND POTENTIAL DEVELOPMENT IMPACTS

- Recent activity relating to business and industrial expansion and location.
- Impact of energy and related development upon land use.

3 EVALUATE ISSUES RELATING TO LAND USE

- Are town codes and policies adequate to meet future needs? Are other development controls necessary, i.e., landscape guidelines, sign codes, dedication policies, etc.?
- Are commercial areas adequate in size and location to serve the community?
- How can the downtown be preserved and enhanced?
- How much industrial land is needed and where should it be located?
- What undesirable external impacts are created by industry?
- What park, open space, and recreation resources are needed?
- How can residential neighborhoods be improved?

4 DEVELOP MAPS OF PRESENT LAND USE

5 DEVELOP PRELIMINARY GOALS AND POLICIES WHICH WILL:

- Promote a desirable living environment.
- Promote shopping areas that serve community needs.
- Encourage the development of the downtown.
- Assure that commercial and industrial areas are attractive and are compatible with surrounding land uses.
- Provide space for land uses that conform to community goals.
- Encourage development of adequate parks, open space and recreation resources

6 DEVELOP REPORTS OF LAND USES AS TO PRESENT LAND USES, LOCATION, VACANT LAND AND LAND NEEDED AT VARIOUS POPULATION LEVELS RELATIVE TO GOALS AND POLICIES

● RESOURCES

- Federal - Department of Housing and Urban Development
- State agencies
- Local
  - Building and Planning Departments
  - Chamber of Commerce
- Other
  - American Institute of Planners
  - American Society of Planning Officials
  - Association of Commerce and Industry
  - Universities
- Studies
  - Local surveys (utilize high school and college students if available)
  - Old West and Four Corners Regional Commission studies
  - Multi-state planning studies
  - Regional studies

● Note: This task force may be divided into a number of sub-task forces if necessary. Information from other task forces should be used by this task force to function efficiently.

TASK FORCE
HOUSING

1 CONDUCT AN INVENTORY OF THE CURRENT SITUATION INCLUDING, BUT NOT LIMITED TO:

- Number and types of standard and sub-standard residential units in the community
- Land area occupied by housing
- Vacancy rate
- Number, types, and location of residential units constructed in the past five years
- Current prices of homes for sale and rental units
- Sources and availability of residential financing
- Vacant city land zoned for residential use
- Housing needs of all segments of the community

Note: Information for this task force may be developed in conjunction with the "land use" task force

2 EVALUATE TRENDS AND POTENTIAL IMPACTS

- Has housing quality generally improved in recent years?
- Has housing supply kept up with demand?
- Is there adequate supply of housing to meet impacts of development, both caused by temporary construction workers, permanent operational employees and service workers?

3 EXAMINE ISSUES RELATED TO HOUSING INCLUDING, BUT NOT LIMITED TO THE FOLLOWING:

- What is the condition of the current housing stock in the community?
- What are the major housing needs or problems?
- In the future, how many and what types of residential units should be constructed?
- Do residential units need remodeling and improvements?
- How much temporary housing should be provided and where should it be located?
- Are there adequate controls over mobile homes?
- What sources of funding exist for new and older residential units?
- How and where should elderly housing be provided?
- How and where should low income housing be provided?

4 DEVELOP MAPS SHOWING HOUSING QUALITY, HOUSING TYPES AND VACANCIES

5 DEVELOP PRELIMINARY GOALS AND POLICIES BASED ON THE INVENTORY, ISSUES AND COMMUNITY NEEDS WHICH WILL:

- Encourage the conservation and improvement of the current housing stock in the community.
- Provide for the future development of adequate housing in keeping with the financial resources of community residents.
- Provide neighborhood identification.
- Provide a balance of housing types.
- Encourage innovative housing design.
- Encourage energy conservation and efficiency.

6 WRITE A REPORT DESCRIBING EXISTING HOUSING TYPES, NUMBER, QUALITY, NEW TYPES OF HOUSING NEEDED, ISSUES AND RECOMMENDATIONS RELATED TO GOALS AND POLICIES

- RESOURCES
  - Federal
    - Department of Housing and Urban Development
    - Bureau of the Census
    - Farmers Home Administration
  - State agencies
  - County - Building Department and extension service
  - Local
    - Builders, realtors, banks
    - City Building Department
    - Surveys (College and high school students should be utilized)
  - Other
    - Urban Land Institute
    - American Society of Planning Officials
    - Universities
  - Studies
    - Consultants' reports and energy company impact analyses
    - Regional planning studies

TASK FORCE
TRANSPORTATION AND CIRCULATION

1 CONDUCT AN INVENTORY OF THE CURRENT SITUATION, INCLUDING AT LEAST THE FOLLOWING ELEMENTS:

- Federal, state and local roads in the region, including size, function, carrying capacity, conditions and hazards.
- Other modes of transportation, i.e., railroads, airports, bus routes, sidewalks, paths, bike paths, horse trails, etc.
- Future transportation plans of federal government, the state, regional agencies and counties.
- Sources of transportation revenues.
- Number of parking spaces and location.
- Local construction and maintenance programs.

2 EVALUATE TRENDS AND IMPACTS

- Have roads been of adequate capacity and condition?
- What changes and trends have occurred relative to transportation needs?
- What impacts would large scale development have upon transportation facilities and routes?

3 EXAMINE ISSUES RELATED TO TRANSPORTATION, INCLUDING BUT NOT LIMITED TO THE FOLLOWING:

- Are roads in the area capable of serving future demand?
- Are roads in adequate condition?
- Do plans of other agencies conform to local plans?
- Are there traffic hazards, e.g., dangerous intersections, railroad crossings, etc.?
- Are there transportation needs for special populations, e.g., elderly, handicapped or youth?
- What public transportation needs exist?
- What types and sizes of streets are desirable for newly developing areas?
- How could pedestrian access be encouraged?

4 DEVELOP MAPS DESCRIBING VARIOUS MODES OF TRANSPORTATION, INCLUDING CAPACITIES, TRAFFIC COUNTS, AND LOCATIONS OF PLANNED/NEEDED IMPROVEMENT

5 DEVELOP PRELIMINARY GOALS AND POLICIES, BASED ON THE INVENTORY, ISSUES AND COMMUNITY NEEDS WHICH WILL:

- Insure adequate capacity of roads.
- Avoid conflicts among various transportation modes.
- Encourage development of alternative forms of transportation, e.g., public transportation, bikeways, and pedestrian ways.
- Assure safety and adequate maintenance of roads.
- Serve the needs of all segments of the population.

6 WRITE A REPORT WHICH DESCRIBES PROBLEMS, ISSUES AND AREAS NEEDING IMPROVEMENT RELATIVE TO THE GOALS AND POLICIES

● RESOURCES

- Federal - Department of Transportation
- State Agencies
- Regional Agencies
- County - Transportation and Planning Departments
- Local Governments
- Local Surveys (Utilize college and high school students)
- Universities
- Studies
  - Regional planning programs
  - Multi-state planning studies
  - Old West and Four Corners Regional Commission sponsored studies

TASK FORCE
COMMUNITY RESOURCES AND SERVICES

1 CONDUCT AN INVENTORY OF THE CURRENT SITUATION, INCLUDING AT LEAST THE FOLLOWING ELEMENTS:

- Civic and community organizations, including: welfare agencies, social service agencies, public, private and voluntary health service organizations, counselling, mental health and referral services.
- Public and private schools and education programs.
- Cultural and recreational programs (input from "land use" task force)."
- Health, welfare, recreational and special needs, especially related to specific populations such as the elderly, youth, handicapped and the disadvantaged.
- Major sources of funding for organizations and programs.
- Local government role in providing human services.

2 EVALUATE TRENDS AND POTENTIAL IMPACTS OF LARGE SCALE DEVELOPMENT

- What recent developments and needs affecting community resources and services have occurred?
- What impacts would energy and related development have upon these resources and services?

3 EVALUATE ISSUES WHICH RELATE TO THE PROVISION OF COMMUNITY RESOURCES AND SERVICES

- To what extent are the health, welfare, cultural, educational and recreational needs of the community being met?
- To what extent is there duplication or lack of coordination among the various community resources and service agencies?
- What role should local government have in planning and/or coordinating these programs and services?

4 DEVELOP PRELIMINARY GOALS BASED ON THE INVENTORY, ISSUES AND COMMUNITY NEEDS WHICH:

- Develop social, cultural, educational, recreational and other human resources.
- Provide services and programs for needs of special populations such as the elderly, youth, handicapped and the disadvantaged.
- Encourage cooperation of government and private agencies in the provision of needed human services.

5 DEVELOP A DIRECTORY OF ALL EXISTING HEALTH, WELFARE, SOCIAL, EDUCATIONAL, CULTURAL AND RECREATIONAL ORGANIZATIONS AND AGENCIES IN YOUR COMMUNITY, PROVIDING THEIR NAMES, ADDRESSES, PHONE NUMBERS, SERVICES RENDERED AND SOURCES OF FUNDING, INCLUDING LOCATION MAPS

6 WRITE A DESCRIPTION OF THE CURRENT STATUS OF SERVICES AND HUMAN NEEDS IN THE COMMUNITY RELATIVE TO THE GOALS AND POLICIES

- RESOURCES
    - Federal
        - Department of Housing and Urban Development
        - Department of Health, Education and Welfare
    - State agencies
    - Regional planning programs
    - County Health Departments
    - Private and Voluntary organizations
    - Survey of local agencies/programs
    - Studies of human resources/needs
        - Multi-state planning projects
        - Old West and Four Corners Regional Commissions
        - Consultants' reports and energy company impact analyses
        - Universities

* your notes, ideas, comments